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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

HEARINGS

BEFORE A

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS UNITED STATES SENATE

EIGHTY-NINTH CONGRESS

FIRST SESSION

ON

H.R. 6767

MAKING APPROPRIATIONS FOR THE DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES FOR THE FISCAL YEAR ENDING JUNE 30, 1966, AND FOR OTHER PURPOSES

PART 2

(PAGES 1009 TO END)

(MONDAY, MARCH 1, 1965, THROUGH WEDNESDAY, MARCH 10, 1965)

Printed for the use of the Committee on Appropriations

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

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WASHINGTON : 1965

43-666

SUBCOMMITTEE OF THE COMMITTEE ON APPROPRIATIONS

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DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

MONDAY, MARCH 1, 1965

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

The subcommittee met at 10:05 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. Alan Bible temporarily presiding.

Present: Senators Bible and Bartlett.

DEPARTMENT OF THE INTERIOR

THE ALASKA RAILROAD

STATEMENT OF JOHN E. MANLEY, GENERAL MANAGER, LELAND P. DRANEY, COMPTROLLER; E. M. FITCH, ASSISTANT TO THE GENERAL MANAGER; AND HARVEY B. MACK, ASSISTANT DIRECTOR OF BUDGET

JUSTIFICATIONS

Senator BIBLE. I think this morning we will first lead off with Alaska Railroad witnesses. I don't believe their statements will be too long or involved and I will be very happy to hear from them first.

The witnesses are John E. Manley, the General Manager; Mr. Leland P. Draney, the Comptroller; Mr. E. M. Fitch, the Assistant to the General Manager; and Mr. Harvey B. Mack, the Assistant Director of the Budget.

There will be placed in the record the narrative justification of the program and the financing for the Alaska Railroad in fiscal year 1966.

(The justification referred to follows:)

PROGRAM AND FINANCING

Completion of the recovery program and effective care and utilization of properties to assure dependable transportation service will be the major objectives of the budget year. Again, to the extent practicable, expenses for operations, maintenance, and repair will be kept within the limits of accrued revenues to preserve a favorable working capital position.

Except for repair of damage caused by the 1964 Alaska earthquake direct appropriations have not been necessary since 1956. A return to a normal operations and maintenance rail line program and the continuation of the related capital improvements program are planned for 1966. Improvements deferred when forces were diverted to disaster recovery will be accomplished. The Railroad sustained $27 million in damages as a result of the Alaska earthquake.

The major portion of the restoration work will be done in 1965 with completion scheduled for 1966. An appropriation of $3 million for 1966 will permit the continuance of the earthquake disaster repair program. Exhibit A follows with detail of operating revenues and expenses as summarized on the revenue, expense, and retained earnings statement; total expenses on this exhibit are reduced to funded costs shown on the program and financing schedule. Exhibit B sets forth the actual outlay for capital improvements in 1964; the estimates for 1965, including carryover authorizations; and new authorizations sought for 1966, together with the balance of carryover authorizations. Exhibit C reflects actual and estimated costs for the disaster recovery program in the aggregate of $26,995,000 for the 3-year period. Capital additions from excess sources without reimbursement appear on Exhibit D.

Alaska Railroad Revolving Fund

Exhibit A.—*Estimates of operating revenues and expenses*

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
REVENUES			
Rail line operations:			
Rail line:			
Freight	12,678	12,829	12,629
Passenger	363	380	380
Mail	66	66	66
Express	20	20	20
Wharfage and handling	609	400	600
Docking privileges	60	60	60
Equipment rentals	123	70	70
Switching	230	230	230
Storage, freight and passenger	5	5	5
Demurrage	14	14	14
Communications facilities	252	267	267
Unit rail boxes	173	100	100
Baggage	1	1	1
Sleeping car	3	3	3
Rentals, special equipment	56		
Other	38	30	30
Revenue, rail line	14,690	14,475	14,475
Incidental:			
Dormitories	2	2	2
Messhouses	51	48	48
Hotels	7	7	7
Sale of power and steam	12	12	12
Buildings	27	27	27
Equipment	23	23	23
Reimbursements, work performed for others	105	100	100
Sales of noninvested property	54		
Gain on inventory adjustments—current year	8		
Other income	8	8	8
Revenue, incidental	296	227	227
Total operating revenue, rail line operations	14,986	14,702	14,702
Other programs:			
Revenue:			
Buildings	47	47	47
Riverboats and related facilities	60	60	60
Land and other nonoperating property	163	163	163
Gain on sale of invested property	2		
Interest earned	29	28	28
Total revenue, other programs	300	298	298
Total revenue	15,285	15,000	15,000

EXHIBIT A.—*Estimates of operating revenues and expenses*—Continued

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
EXPENSES			
Rail line operations:			
Maintenance of way and structures, ordinary:			
Superintendence	242	242	242
Maintenance of roadway and track	1,115	977	977
Maintaining track structures	65	60	60
Maintaining auxiliary structures	185	160	160
Dismantling retired nondepreciable property	24	30	30
Other road and structure expense	5	5	5
Removing snow, ice, and sand and car cleaning	233	233	233
Retirements of nondepreciable property	52	87	87
Section mess operation	10	10	10
Depreciation	720	720	720
Total, maintenance of way and structures, ordinary	2,650	2,524	2,524
Maintenance of equipment, ordinary:			
Superintendence	163	163	163
Repairs to shop and powerplant machinery	46	30	30
Repairs to locomotives	504	504	470
Repairs to freight train cars	437	371	371
Repairs to passenger train cars	118	118	118
Repairs to freight train power cars	69	40	40
Repairs to work equipment	84	84	70
Repairs to roadway machines	302	302	270
Repairs to special equipment	29	10	10
Repairs and operation of automotive trailing equipment	19	19	19
Shop expenses	504	504	504
Locomotive expenses	454	438	439
Train expenses	252	252	252
Repairs to unit rail boxes	24	24	24
Repairs and maintenance to URB appurtenances	19	19	19
Amortization of leased locomotive costs	21	----	----
Locomotive expenses, Seward	6	----	5
Locomotive expenses, Whittier	1	6	1
Depreciation	1,050	1,050	1,050
Subtotal, maintenance of equipment, ordinary	4,101	3,934	3,855
Maintenance of equipment, disaster related:			
Repairs to shop and powerplant machinery	4	----	----
Repairs to locomotives	8	50	50
Repairs to freight train cars	15	100	60
Repairs to passenger train cars	3	7	----
Repairs to work equipment	7	20	----
Repairs to roadway machines	71	150	150
Shop expenses	68	----	----
Locomotive expenses	5	----	----
Train expenses	1	10	----
Subtotal, maintenance of equipment, disaster related	182	337	260
Total, maintenance of equipment	4,283	4,271	4,115
Traffic:			
Traffic expenses	144	144	144
Advertising and publicity expense	6	6	6
Total, traffic	150	150	150
Transportation service, ordinary:			
Superintendence	162	162	162
Station operations	1,601	1,700	1,700
Yard expenses	173	185	185
Casualty damages and expenses	8	10	10
Snow removal service	26	26	26
Hire of freight cars	125	240	240
Loss and damage claims	68	60	60
Locomotive expenses	760	760	760
Train expenses	1,019	1,019	1,019
Special agents	62	65	60
Safety engineer	23	23	23
Claim agent	7	38	38
Hire of unit rail boxes	87	60	60
Custodial services	35	35	35

EXHIBIT A.—*Estimates of operating revenues and expenses*—Continued

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
EXPENSES—continued			
Rail line operations—Continued			
Transportation service, ordinary—Continued			
Longshoring expenses, port of Anchorage	99		
Seward dock:			
Dock superintendence	21	12	25
Dock office expenses	68	34	82
Longshoring expenses	951	70	1,000
Operating expenses	88	10	105
Maintenance and repair expenses	40	6	25
Yard expenses	174		220
Hire of special equipment	42		50
Protective service	34	13	31
Depreciation	142	20	200
Whittier dock:			
Dock superintendence	3	15	2
Dock office expenses	10	55	10
Longshoring expenses	248	1,138	258
Operating expenses	18	87	15
Maintenance and repair expenses		24	4
Yard expenses	61	275	45
Hire of special equipment	28	72	12
Protective service	1	50	8
Depreciation	1	20	20
Subtotal, transportation service, ordinary	6,181	6,284	6,490
Transportation service, disaster related:			
Station operations	56	3	
Casualty damages and expenses	1		
Loss and damage claims	2		
Locomotive expenses	11		
Train expenses	17		
Special agents	4		
Seward dock:			
Dock superintendence	1		
Dock office expenses	5		
Longshoring expenses	8		
Operating expenses	1	1	
Yard expenses	7	23	
Hire of special equipment	2		
Protective service	7		
Whittier dock:			
Dock superintendance		1	
Dock office expenses	1	1	
Longshoring expenses	87		
Operating expenses	14		
Yard expenses	19		
Hire of special equipment:			
Tugboats	23	20	
Floating cranes	1	1	
Protective service	1		
Subtotal, transportation service, disaster related	269	50	
Total, transportation service	6,450	6,334	6,490
Communications system operation and maintenance, ordinary:			
Superintendence	32	32	32
Crossing protection apparatus	8	8	8
Railroad communications systems maintenance	21	21	21
Railroad communications systems maintenance, radio	15	15	15
Joint maintenance of communications systems	118	140	140
Other communications expense	6	6	6
Depreciation	98	98	98
Subtotal, communications system operation and maintenance, ordinary	297	320	320

EXHIBIT A.—*Estimates of operating revenues and expenses*—Continued

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
EXPENSES—continued			
Rail line operations—Continued			
Communications system operation and maintenance, disaster related:			
Superintendence	4		
Crossing protection apparatus	1		
Railroad communications systems maintenance	4	7	7
Railroad communications systems maintenance, radio	1		
Joint maintenance of communications systems	51	15	15
Subtotal, communications system operation and maintenance, disaster related	61	22	22
Total, communications system operation and maintenance	358	342	342
Incidental operations:			
Dormitories	5	5	5
Messhouses	84	110	110
Hotels	28	28	28
Cost of power and steam sold	9	9	9
Buildings rented	22	22	22
Accrued costs, employees' compensation	52	48	48
Reimbursable work performed for others	74	85	85
Costs of property sold	38	38	38
Bad debt losses	6	6	6
Other incidental expense	17	19	19
Total, incidental operations	335	370	370
General and administrative expense, ordinary:			
Office of general manager	89	89	89
Office of comptroller	64	64	64
Accounting branch	386	343	343
Office services branch	33	33	33
Mail service	20	20	20
Internal duplicating service	10	10	10
Division of personnel	77	77	77
Real estate and contract agent	65	65	65
Seattle office	32	38	38
Washington office	23	23	23
Subtotal, general and administrative, ordinary	800	762	762
General and administrative expense, disaster related	3		
Subtotal, general and administrative, disaster related	3		
Total, general and administrative	804	762	762
Total operating expenses, rail line operations	15,030	14,753	14,753
Other programs, ordinary:			
Buildings	48	48	48
Equipment	2	2	2
Riverboats and related facilities leased	82	82	82
Other nonoperating property	15	15	15
Total expenses, other programs, ordinary	147	147	147
Other programs, disaster related: Buildings	1		
Total expenses, other programs, disaster related	1		
Total expenses, other programs	147	147	147
Total expenses	15,178	14,900	14,900
Net income	108	100	100
Total revenues	15,285	15,000	15,000
Total expenses	15,178	14,900	14,900
Less:			
Depreciation	2,181	2,080	2,312
Retirements of nondepreciable property	52	87	87
Improvements expense	94	105	105
Funded costs (program and financing)	12,852	12,628	12,396
Revenues over funded costs	2,434	2,372	2,604

EXHIBIT B.—*Estimates for additions, betterments, and replacements—Annual program*

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate	
			Carryover authorizations	New authorizations
RAIL LINE PROGRAM				
Buildings:				
Office buildings		3		7
Housing	1			
Storage buildings	52	2		15
Service buildings	1	2		9
All other buildings	1	19		
Total buildings	54	25		31
Other structures and facilities:				
Electrical distribution systems	10			
Heating systems	21	9		
Harbor installations	370			750
Communications systems:				
Structures	33			
Equipment	5	36		33
Roadbed and track	424	713	155	735
Tunnels	20	20		
Bridges and culverts	79	54	64	
Drainage ditches and retaining walls	6	34		
Signals and interlockers	2			
Locomotive fuel, sand, and water stations	32			
All other structures and facilities	5	5		75
Costs associated with public domain lands [1]				100
Total, other structures and facilities	1,008	870	219	1,693
Equipment:				
Diesel locomotives	15	463		222
Freight train cars	89	246		700
Work train equipment	43	20		12
Highway motor vehicles	36	[2] 97		
Automotive trailing equipment	24			
Construction and material handling equipment	140	340		451
Electrical generation equipment	3	10		
Repair shop equipment	26	16		36
Utility equipment, stoves	5	19		
Refrigeration equipment	1			
Office equipment	22	5		220
Furniture and furnishings	2			
Technical equipment	2	2		
Communications equipment	4	8		1
URB refrigeration and heating units	3	[3] 30	[3] 350	
Other equipment		3		
Total equipment	416	1,259	350	1,642
Nonprogramed reserve [4]		500		500
Total rail line program	1,479	2,654	569	3,866
OTHER PROGRAMS				
Equipment	105	150		
Capital outlay	1,584	2,804	569	3,866

[1] Improvement of industrial land for which income will be related to other programs.
[2] Purchase deferred pending possibility that trucks may be available on a term basis from interagency motor pool.
[3] Carryover item from 1963 program; purchase pending determination as to alternate equipment needed to meet changing service requirements.
[4] Objectified as class 31, "Equipment," on object class schedule.

EXHIBIT C.—*Estimates of restoration costs—Disaster recovery program*

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
Undistributed costs:			
Engineering and design	160		
Repair of—			
Roadbed and track	1,686	2,212	2,552
Track structures	255	887	159
Auxiliary structures	413	432	25
Dismantling damaged properties		246	
Total	2,515	3,777	2,736
Capital outlay: Land [1]		105	
Buildings:			
Office buildings		250	
Housing	6	54	
Service buildings		1,064	
Total	6	1,368	
Other structures and facilities:			
Electrical distribution systems	11		
Harbor installations:			
Seward [1]		7,100	2,390
Whittier	465	86	
Communications systems:			
Structures		15	
Equipment	33		
Roadbed and track		1,004	116
Bridges and culverts		565	635
Total	509	8,769	3,141
Equipment:			
Diesel locomotives		365	
Freight train cars		1,804	700
Work train equipment	2	512	
Construction and material handling equipment	503	160	
Electrical generation equipment	9		
Repair shop equipment	2		
Utility equipment, stoves	3		
Refrigeration equipment	4		
Cleaning and polishing equipment		1	
Furniture and furnishings		3	
Other equipment	1		
Total	524	2,845	700
Undistributed costs and capital outlay	3,554	16,864	6,577

[1] Allocation to Corps of Engineers.

EXHIBIT D.—*Nonexpendable property acquired from excess sources without reimbursement*

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
Equipment:			
Work train equipment	3		
Highway motor vehicles	2		
Automotive trailing equipment	1		
Construction and material handling equipment	35		
Electrical generation equipment	10		
Furniture and furnishings	1		
Total equipment [1]	52		
Nonoperating property: Buildings	3		
Total fiscal year	55		

[1] Original acquisition cost, $408,000.

EARTHQUAKE REHABILITATION

Senator BIBLE. In addition to the by now usual appropriation of receipts and other revenues for "Operation and maintenance" expenses as well as for "Capital improvements," it is necessary this year for the Department to request an appropriation of $3 million from the Treasury to complete rehabilitation made necessary by the earthquake on Good Friday in 1964.

You may file your written statement for the record and then please advise the committee of the progress which has been made with the $20 million which heretofore was appropriated to take care of the earthquake damage. You may also include other highlights of your past year's operations and your proposals for the coming fiscal year.

(The statement referred to follows:)

STATEMENT OF GENERAL MANAGER MANLEY

Mr. Chairman and members of the committee, we are grateful for the opportunity to appear before this committee to present the program proposed for fiscal year 1966. I have with me Mr. Leland P. Draney, Comptroller for the Alaska Railroad, and Dr. E. M. Fitch, assistant to the General Manager, and who is stationed here in Washington.

As this committee knows, the year just past has been an eventful one. On March 27, 1964, a severe earthquake occurred, causing susbtantial damage and failure of portions of the roadbed and track, bridge structures, and buildings of the Alaska Railroad.

With regard to roadbed and track, the sector of damage extended from Seward, milepost 0, to Pittman, milepost 167, and included the Whittier and Sutton branch lines. The worst damage to roadbed and track was in the following areas:

1. Three miles of main line, plus eight miles of yard and dock tracks were totally destroyed at Seward, Potter Hill, and milepost 112.
2. Forty-seven miles of main line, plus yard areas at Portage, were severely damaged due to subsidence of embankments.
3. Thirty-seven miles of main line plus yard areas were subject to tidal erosion due to area subsidence along Turnagain Arm.

With regard to bridge structures, there were 109 bridges on the Alaska Railroad damaged, 71 of which were damaged to the extent that they were totally unserviceable for operation of trains until repairs could be made.

Building damage at Anchorage totaled $1,875,000, while the building damage at Whittier totaled about $1,100,000. Wayside structures suffered substantial damage and of course the railroad complex at Seward was destroyed. All cargo-handling equipment was lost from the Seward dock with the exception of one gantry crane and one large forklift.

Rolling stock losses consisted of 2 locomotives and 140 freight cars. In addition 119 cars were damaged to a major degree. Many of these last are still in the process of rebuilding.

A low-level aerial inspection by helicopter was made the 28th of March and a plan for restoration of service was established in the following order:

1. Anchorage north to Fairbanks.
2. Matanuska to Jonesville.
3. Anchorage to Whittier.
4. Portage to Seward.

We are happy to report that through service from Anchorage to Fairbanks was restored on April 6 and that service to the coalfields at Jonesville was resumed on April 8. The resumption of service to Whittier was scheduled for April 13, but on April 12, several miles of track immediately north of Portage were washed out by high tides, and service to Whittier was not restored until April 20. Incidentally, the inundation of the track north of Portage was the first indication of the magnitude of the subsidence of that area. Cargo unloading at Whittier had begun on April 14 in anticipation of the line opening and the first train out of Whittier on April 20 brought out 53 loaded freight cars.

Shortly after the earthquake it was determined that the Corps of Engineers would administer the rebuilding of the Alaska Railroad facilities at Seward from the high water mark of the seismic wave southward. The original cost estimate of the Corps was $7,800,000. By the middle of April, the Alaska Railroad had prepared a cost estimate of $19,195,000 for all work to be performed north of the area to be rebuilt by the Corps of Engineers, exclusive of any relocation of track on Potter Hill. Thus, a total of $26,995,000 represents the estimated cost of repairing the damage to the Alaska Railroad.

It was determined that of the amount required, $1,795,000 should be funded from past earnings of the Railroad. This reduced the supplemental request to $25,200,000. On June 9, 1964, Congress appropriated $20 million toward the repair of the Alaska Railroad, with the stipulation that $7,800,000 was to be transferred to the Corps of Engineers for the rebuilding of the Seward facilities. Subsequently, the Corps of Engineers found it necessary to increase their estimate from $7.8 million to $9,594,893, and upon the assurances of the Alaska Railroad that the increased request from the Corps of Engineers could be accommodated within the limits of the original request, this committee authorized the increased amount to the Corps.

During the past season, more than 1.5 million yards of fill material and armour rock have been placed in the damaged areas. A like amount must be moved this coming season. Major repairs were made to 29 steel bridge structures and 63 wood trestles were repaired to safe standards, if at reduced speeds. Final work of restoring bridge structures will occupy our bridge forces all next season and late into the winter. By spring the building complex at Anchorage will be largely repaired, with the exception of the mechanical department offices. The Corps of Engineers should complete the Seward facility by late next fall.

In past years we have been proud that we have not had to request an appropriation for our programs, but have been able to fund them from revenues. The budget for fiscal year 1966 continues this practice. We are, however, now requesting an appropriation of $3 million to continue the restoration of the Alaska Railroad. This money will be applied to the Seward-Anchorage section of the line. It is needed primarily to finance the placement of additional rock along Turnagain Arm and for the raising of track above tidal reach between Potter and Indian.

For the fiscal year 1964, the Alaska Railroad moved 1,506,832 revenue tons of freight a distance of 208,785,000 ton-miles. This represented a slight increase of both tons and ton-miles over the previous year in spite of the loss of the petroleum products from Seward and Whittier to Anchorage. Indications are that this surge in tonnage resulted from earthquake generated tonnage of a nonrecurring nature. Also, during fiscal year 1964, the Railroad handled 59,293 passengers a total of 8,652,000 passenger miles. Net revenues for the year were $107,788.31 after disaster related extraordinary operating expenses of $515,897.65 and depreciation charges of $2,181,000.

The Alaska Railroad is requesting authority from this committee for a proposed capital improvements and replacement program of $3,866,000. This program will not require appropriated funds, but will be funded from revenues of the Railroad if approved. The total program may be classified into the following general categories: Buildings, $31,000. structures and facilities, $1,692,500; equipment, $1,642,105, and a nonprogramed reserve of $500,000. The primary items of the program are the construction of a second car slip at Whittier, $750,000; the roadbed and track program, $735,000; the acquisition of freight cars, $700,000; the purchase of a locomotive, $220,000; construction and handling equipment, $450,500, and the outright purchase of ADP equipment presently leased.

The full impact of the earthquake on the Alaska Railroad's operating and financial position is not yet known. A return to nearly normal physical operation is expected during fiscal year 1966. The long-range financial impact will not be known as quickly. For instance, as of the end of December 1964 gross revenues for fiscal year 1965 to date were down a little over $700,000 or about 9 percent as compared with a like period for the prior year. This reduction in gross revenue is due largely to the fact that the commercial oil companies, after the earthquake, moved their tanker unloading operations from Seward and Whittier to Anchorage. Thus, the Railroad lost, probably permanently, a source of revenue of almost a million dollars a year. Another potential loss of revenue, while not connected with the earthquake, is the proposed conversion

of the military powerplants at Fort Richardson and Elmendorf Air Force Base from coal to gas. Should this proposed conversion take place, the Railroad faces an additional loss of revenue of about three-quarters of a million dollars and there would be a question as to whether the continued operation of the branch line serving the coal mines at Jonesville could be justified.

We will continue to watch closely the financial position of the Railroad. Should it become necessary to modify our programs in order to preserve a sound financial position, we hope this committee will look favorably upon a request to effect a change of program to curtail certain phases of our requested and/or presently approved capital improvements and replacement programs and certain phases of our earthquake repair program which are presently scheduled to be funded from Alaska Railroad revenues.

We would be happy to attempt to answer detailed questions from the committee. Should we be unable to provide the answers immediately, we would appreciate the opportunity to obtain detailed answers and furnish to the clerk of the committee for insertion for the record. This concludes my statement and I thank you for the opportunity.

DAMAGE TO RAILROAD

Mr. MANLEY. Thank you, Mr. Chairman. We are grateful for the opportunity to appear before you and I have these people with me. I will just go through the statement and pick out the highlights.

Senator BIBLE. Develop it any way you wish, Mr. Manley.

Mr. MANLEY. As this committee knows on last Good Friday, we had a severe earthquake which did substantial damage to the Railroad. Immediately after the earthquake, and I may add in my statement, I have a detailed account of the damage, an aerial inspection was made on the day following the earthquake. The plan for restoration of service was established in the order of priority; namely, to first establish service from Anchorage to Fairbanks, then to get the track opened up to the mines to get coal into military bases, then to establish service to Whittier, and last to establish service to Seward.

This was chosen as the last alternative because we had absolutely no terminal facilities at Seward to inspire a rapid resumption of service.

RESTORATION OF SERVICE

We were able to report that through service, Anchorage to Fairbanks, was restored on April 6.

Service to the coalfields at Jonesville was resumed on April 8. Service to Whittier was restored on April 20. We had hoped to get into Whittier sooner but the tides on April 12 inundated the tracks causing a substantial amount of damage. This, incidentally, was our first realization that the subsidence was so great.

TOTAL EARTHQUAKE DAMAGE

Senator BIBLE. What was the total amount of damage that you estimate was incurred so far as the Alaska Railroad is concerned, $20 million?

Mr. MANLEY. The railroad itself was $19,195,000, almost $20 million. Shortly after the earthquake it was determined that the Corps of Engineers should administer the reconstruction of the terminal facilities at Seward. This $19,195,000 did not encompass any of the work at Seward and the original estimate of the Corps was $7.8 million, which produced a total damage estimate of $26,995,000.

Senator BIBLE. I still don't have this clearly in my mind. The estimate from the railroad itself is $19 plus million. Do I understand that you are now asking for an additional $3 million?

FUNDING OF EARTHQUAKE DAMAGE REPAIR COSTS

Mr. MANLEY. No, sir. The original estimate given by the Railroad, which included the Corps of Engineers damage, was almost $27 million, it was $26,995,000, which was presented to this committee last year.

Senator BIBLE. Correct.

Mr. MANLEY. This was reduced to $20 million, as I understand it, in conference.

Senator BIBLE. Correct.

Mr. MANLEY. And of this $20 million, this reduced figure of $20 million, we were authorized to transfer to the Corps of Engineers $7.8 million to fund the Seward dock.

Senator BARTLETT. Mr. Chairman, may I intervene?

Senator BIBLE. The Senator from Alaska.

Senator BARTLETT. The reduction was made with the understanding on the part of the conferees that this would not foreclose the Railroad from coming in for the 1966 fiscal year and seeking additional money.

The determination was that that was all the money that could be spent during fiscal 1965. Were you so informed?

Mr. MANLEY. That was my understanding.

Senator BIBLE. You are now asking for how much additional over the $20?

Mr. MANLEY. We are asking for $3 million.

Senator BARTLETT. Why is it you are asking for only $3 million when that doesn't cover the estimate of last fall?

FUNDING FROM REVENUES OF RAILROAD

Mr. MANLEY. Our present budget contemplates that the difference between $23 million and $27 million will be funded or attempt to be funded from the revenues of the Railroad.

Senator BARTLETT. You are not going to be made whole according to the budget request, by reason of the $3 million appropriation.

Mr. MANLEY. No, sir; not as per our original estimates.

Senator BARTLETT. I would like to go into that a little bit later, Mr. Chairman.

CONSTRUCTION OF SEWARD DOCK

Senator BIBLE. Certainly. You may proceed, Mr. Manley.

Mr. MANLEY. Shortly after the Corps of Engineers issued their invitation for the construction of the Seward dock, we were advised that the $7.8 million allocated to the Corps would not suffice. They requested an additional funding from the railroad to increase the $7.8 million to slightly over $9.5 million, $9,594,000 to be exact.

The Railroad came to this committee and requested authority to increase the $7.8 million allocation to the Corps to $9.5 million. This committee granted the authority with the stipulation that we would not increase the original program of $27 million.

Upon our assurances, this committee granted the authority to increase the Corps of Engineers funding to $9.5 million.

Senator BIBLE. If I understand it correctly then, the amount of the damage, whether it is the Corps of Engineers responsibility or whether it is your responsibility, is about $9.5 million?

Mr. MANLEY. No, sir. It is still amazingly close to our figure of $27 million, because we have found since we made the original estimate that the amount of subsidence north of Anchorage was not as great as was originally indicated by the USGS, so we have been able to reduce quantities north of Anchorage even though there was a greater amount of work encountered south of Anchorage.

So we have been able to stay within these bounds of $27 million.

TOTAL REHABILITATION COST

Senator BIBLE. But you are still asking the committee for another $3 million?

Mr. MANLEY. We are requesting $3 million at this time of appropriated funds to continue with the earthquake repair.

Senator BIBLE. With the total expenditure of $27 million, will ing the amount of appropriated funds up to $23 million. The Railroad is to attempt to fund the remaining $4 million from revenue.

Mr. MANLEY. Do I understand you correctly that you are referring to the total of $23 million?

Senator BIBLE. I am referring to the total of $23 million or the overall $27 million.

Mr. MANLEY. Our present budget provides for $3 million, bringing the amount of appropriated funds up to $23 million. The Railroad is to attempt to fund the remaining $4 million from revenue.

Senator BIBLE. I understand that. Is that a realistic figure? Is this going to complete the repair of damage done by the 1964 earthquake?

MODIFICATION OF PROGRAMS

Mr. MANLEY. Mr. Chairman, it is going to be a very tight budget. We plan to continue to watch very closely the financial position of the Railroad. Should it become necessary to modify our programs in order to preserve a sound financial position, we hope this committee will look favorably upon a request to effect a change of program to curtail certain phases of our requested and/or presently approved capital improvements and replacement programs and certain phases of our earthquake repair program which are presently scheduled to be funded from Alaska Railroad revenues.

We don't believe we ought to let the Railroad's cash position get below a certain point. If the projected revenues don't materialize under this appropriation——

Senator BIBLE. You still want to come back for appropriated funds?

Mr. MANLEY. Or to change our program.

Senator BIBLE. I understand.

Do you have anything further to add, Mr. Manley?

Mr. MANLEY. No, sir. We would be happy to answer any questions.

Senator BIBLE. Certainly, and I think I will defer to the Senator from Alaska, who is more familiar with this than I am.

Senator BARTLETT. Mr. Chairman, I am concerned. I am concerned in the first instance that the Alaska Railroad has to depend so heavily on its revenue situation now, because Budget has not asked for the $5 million that all of us anticipated would be requested. How much money is there in your revolving fund?

POSSIBILITY OF DEFICIT OPERATION

Mr. MANLEY. At the end of fiscal 1966, if we project the work as we contemplate and should our revenues develop, we show $3,096,000. However, since this projection was made back last summer, we have found that our revenues are running almost 12 percent lower than was originally projected. So this $3,096,000, unobligated at the end of fiscal 1966, will be closer to $2 million.

Senator BARTLETT. And is that considerably lower than the level of previous years?

Mr. MANLEY. Substantially lower. We were carrying, prior to the earthquake, a cash balance of around $9 million.

OVERRUN ON SEWARD DOCK ESTIMATES

I would like to add one more thing, Mr. Chairman and Senator Bartlett. Since I got down here we received further word from the Corps of Engineers which leads us to believe that this present figure of $9.5 million, which they have requested, is not going to suffice in their estimation.

They have indicated they feel they are going to have substantial overrun even to the $9.5 million in the nature of dredging and other contingencies.

Senator BARTLETT. The original estimate was $7.8 million?

Mr. MANLEY. Yes.

Senator BARTLETT. They revised that upward to $9.5 million and now since you have been in Washington you have learned that that may not be enough.

Mr. MANLEY. Yes. I received a long distance call from the district engineer saying that he must revise his estimate up again $1.3 million.

Senator BARTLETT. How is that going to be taken care of?

Mr. MANLEY. I asked them to airmail an engineering justification for the overrun. If this is not funded some way by the Corps themselves, because we feel it is their overrun, it simply means that something has to be deleted from our program.

Senator BARTLETT. What can you delete from your program in that amount?

Mr. MANLEY. We don't think we can delete anything from our program unless we deliberately go into a policy of deferred maintenance.

Senator BARTLETT. And that means the bill has to be paid for later, maybe on an increased scale?

Mr. MANLEY. Yes, sir, that is right.

STATEMENT OF SECRETARY UDALL

Senator BARTLETT. Now, Mr. Chairman, testifying before this subcommittee the other day, Secretary Udall said this, and these words are very pertinent. I quote his statement before this subcommittee.

> Although the Railroad—that is to say the Alaska Railroad—has requested no appropriations to cover operating deficits for more than a quarter of a century, it seems apparent that we will have to revise the whole question of its financial stability in the very near future.

Now it seems to me that we are going to arrive at that position all the sooner, if the Railroad in its reconstruction is forced to depend upon money from its operating fund, which is very limited in amount, instead of having the appropriations made as was understood last fall.

I am referring only now to the difference between $3 and $5 million. Take $2 million out of the Alaska Railroad's revolving fund as an expense, take possibly $1.7 million out for the Corps' revised estimate at Seward, take another $1.3 million out for the increased expenses which Mr. Manley has been informed of since he arrived in Washington, and you can have a bankrupt railroad instead of a railroad's having been made whole in respect to the damage as was originally contempated.

This concerns me very much.

DIVERSION OF TRAFFIC FROM RAILROAD

Mr. Manley, what has been the position of the Railroad in the last several years in reference to gross revenues? I wish you would start with the construction of the pipeline from Haines to Fairbanks and go on from there to demonstrate what has happened already and what is likely to happen in respect to the reduction of your very considerable revenues. Most of these minuses have been brought about, all of them perhaps, by action of other Government agencies.

Mr. MANLEY. Senator Bartlett, in approximately 1956, the Railroad lost the traffic of the military petroleum into the north of the range base installations. There was a military pipeline constructed from Haines to Fairbanks. While this had a very severe effect on the Alaska Railroad, by aggressive traffic solicitation, and the fact that Congress had rebuilt the Railroad to where it was, a modern and efficient transportation system, we gradually built the revenues back up to approximately $15 million a year.

Senator BARTLETT. Let me interrupt you to ask you how much gross revenue annually you lost by reason of the Haines pipeline.

Mr. MANLEY. Approximately $3 million a year.

Senator BARTLETT. Go on.

Mr. MANLEY. With the advent of the earthquake, of course, the three major oil companies of Alaska abandoned their facilities which were completely destroyed in Seward and Whittier and established large storage facilities at Anchorage. At present they now deliver their petroleum to the area direct by tankship.

This will result, and statistically it is being borne out, in a loss of approximately $1 million a year of gross revenue. We are presently

faced with another factor which is not a direct result or perhaps I should say even an indirect result of the earthquake in that the military is presently requesting funds to convert the military powerplants at Fort Richardson and Elmendorf Airbase, from coal to gas. This would produce a further reduction of $700,000 and probably close down the coal mine which would result in the loss of the REA cooperative coal business up there.

CLOSING OF BRANCH OF LINE

Senator BARTLETT. Is there any possibility that you may have to close that branch line?

Mr. MANLEY. There would be virtually no justification for continued maintenance of that branch without the coal companies.

Senator BARTLETT. How many employees would you have to lay off if this were to occur?

Mr. MANLEY. We would reduce forces by approximately 20 to 25 people on the branch line. Unfortunately, with a fixed overhead we cannot reduce our cost in direct ratio to the reduction of traffic because of other services that must be maintained.

Senator BARTLETT. Do you carry petroleum products now from Whittier to the military establishments at Anchorage?

Mr. MANLEY. No, sir. However, only this last week we did receive a request from the military to move approximately 100 carloads from Whittier into Anchorage. This represents the first military petroleum that we have moved out of Whittier in some 4 years.

Senator BARTLETT. Is it true also that the military now proposes to build a pipeline from Whittier to Anchorage and thus and forever reduce any possibility of the Railroad's carrying those products?

PIPELINE FUNDS

Mr. MANLEY. We have been advised that the military does have a fund request of $4.9 million to build a pipeline from Whittier to Anchorage. Our engineering department has also been requested to furnish certain AAR requirements for a pipeline on the Railroad right of way. This would preclude any future hauling we would have from the military tank farm at Whittier.

Senator BARTLETT. If the Railroad has to bear these added expenses at Seward, if the Railroad is required to pay from its revenues the difference between $3 million requested by Budget and the $5 million which we all expected would be asked for the next fiscal year's budget, how long might it be until the Railroad will be forced to come to Congress for an operating grant?

Mr. MANLEY. Senator, that is a little difficult to answer.

Senator BARTLETT. Let me rephrase that, Mr. Manley. If all these things occur, these adverse factors come into being, there is a very lively prospect that Secretary Udall's conclusion will not be too far distant; namely, that the Railroad will have to have an operating subsidy. Is that right?

Mr. MANLEY. Yes, sir. The only alternate to that would be to go into a program of deferred maintenance which, as you stated earlier, normally is more expensive.

Senator BARTLETT. We all recall, Mr. Chairman, that maintenance on the Alaska Railroad was deferred for way over a decade and

Mr. Manley has already made reference to the substantial appropriations by Congress to bring the Railroad up to peak of operating efficiency. My recollection, Mr. Manley, and I wish you would check this, is when this had to be done the Congress appropriated something on the order of $86 million or a huge sum.

Mr. MANLEY. Yes, sir, Senator Bartlett. It was actually in excess of $95 million.

Senator BARTLETT. I was being modest.

Mr. MANLEY. Yes, sir.

DEFERRED RAILROAD MAINTENANCE

Senator BARTLETT. If you have to defer it in the years ahead as a continuance of the earthquake, the bill again is going to be a big one because Railroad maintenance has to be performed if the line is going to be kept in operating condition; is that right?

Mr. MANLEY. Any program of deferred maintenance proves expensive. It is a last resort type of thing. We do feel that given time that we can go out and attempt to generate additional business. Alaska is growing. We can aggressively pursue traffic. But you don't change traffic patterns in a day or a month. It is a matter of a year or two before you can do it.

It took us approximately 3 years after the construction of the Fairbanks pipeline to recover from that.

SCOPE OF BUDGET REQUEST

Senator BARTLETT. Do you know why it is that the Budget Bureau asked for $3 million instead of $5 million?

Mr. MANLEY. No, sir.

Senator BARTLETT. I have no further questions, Mr. Chairman.

Senator BIBLE. I take the suggestion of the Senator from Alaska to mean that we are simply putting off the inevitable day when we will have to come up with a very large money subsidy for the operating expenses and for maintenance for the Alaska Railroad if we don't take care of this need right now.

Senator BARTLETT. Precisely. Even if the earthquake had never occurred, the Railroad was being pressed from many directions as Mr. Manley explained and this will only compound the very early appearance of the evil day.

Senator BIBLE. Is it proper to ask you, and I realize the budgetary limitations under which you are acting, is it proper to conclude that if the appropriation were $5 million instead of $3 million that this would more adequately take care of the amount that was due because of the earthquake?

Mr. MANLEY. Yes, sir.

Senator BIBLE. This would substantially take care of the earthquake damage, if it were $5 instead of $3 million?

Mr. MANLEY. Yes, sir, that is a correct estimate.

Senator BIBLE. The Senator from Alaska.

Senator BARTLETT. No more questions. Thank you very much. Thank you, Mr. Manley.

Senator BIBLE. Thank you, Mr. Manley. We appreciate your appearance.

MONDAY, MARCH 1, 1965.

OFFICE OF TERRITORIES

ADMINISTRATION OF TERRITORIES

STATEMENTS OF MRS. RUTH G. VAN CLEVE, DIRECTOR; JOHN J. KIRWAN, ASSISTANT DIRECTOR FOR VIRGIN ISLANDS AND GUAM; SAMUEL HELLER, DEPUTY ASSISTANT DIRECTOR FOR VIRGIN ISLANDS AND GUAM; MARTIN P. MANGAN, ASSISTANT DIRECTOR FOR AMERICAN SAMOA AND TRUST TERRITORY OF THE PACIFIC ISLANDS; GEORGE R. MILNER, JR., DEPUTY ASSISTANT DIRECTOR FOR AMERICAN SAMOA AND TRUST TERRITORY OF THE PACIFIC ISLANDS; MRS. JUANITA M. VIDI, ADMINISTRATIVE OFFICER; VINCENT A. GIRARDI, BUDGET AND FINANCE OFFICER; MANUEL F. L. GUERRERO, GOVERNOR OF GUAM; GEORGE W. INGLING, ASSISTANT SECRETARY; H. REX LEE, GOVERNOR OF AMERICAN SAMOA; JOSEPH F. SCREEN, DIRECTOR OF ADMINISTRATIVE SERVICES; OWEN S. ASPINALL, GOVERNMENT SECRETARY; M. W. GODING, HIGH COMMISSIONER OF THE TRUST TERRITORY OF THE PACIFIC ISLANDS, AND DAN E. AKIMOTO, BUDGET AND FINANCE OFFICER

BUDGET ESTIMATE AND JUSTIFICATION

Senator BIBLE. We will next hear from the Office of Territories. You may indicate anyone that you would like to have accompany you to the witness table, Mrs. Van Cleve.

The subcommittee will now consider the fiscal year 1966 budget estimate for "Administration, Office of Territories." This estimate is in the amount of $14,579,000, a decrease from the fiscal year 1965 appropriation of $10,721,000. The justification for this estimate will be placed in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The major purpose of the Office is to assist in guiding the growth of the non-self-governing territories and the trust territory toward full economic and political maturity. Included in this program are the Virgin Islands, Guam, and American Samoa. The government of the Trust Territory of the Pacific Islands, which is also under the supervision of the Office of Territories, is reported separately in this presentation. All of these areas are in different stages of political and economic development. They are encouraged to and are constantly moving toward a greater degree of home rule and economic development. In addition, the Office of Territories has administrative jurisdiction over Canton and certain other islands of the Pacific.

The budget year program for Guam provides for continuation of the rehabilitation program authorized by the Guam Rehabilitation Act, Public Law 88-170,

approved November 4, 1963. This program was started in the current fiscal year with initial appropriations made available by the Congress totaling $19 million.

Although the budget year estimate for American Samoa contemplates a net decrease in expenditures from the anticipated level for 1965, continued emphasis is being placed on programs for education, public health, and communications.

INTRODUCTION

The Office promotes economic and political development in territorial and truusteeship areas under U.S. jurisdiction. It originates and implements Federal policy, guides and coordinates certain operating programs, provides information and advice, and participates in foreign policy matters concerning the territories and the trust territory. In addition, the Office represents the Governors of the Virgin Islands, Guam, and American Samoa and the High Commissioner of the Trust Territory in Washington; and assists the Virgin Islands Corp.

ADMINISTRATION OF TERRITORIES

Total available, 1964	$13,000,000
Appropriation, 1965	25,300,000
Pay cost supplemental	45,000
Total available, 1965	25,345,000

SUMMARY OF INCREASES AND DECREASES, 1966

Virgin Islands: Net decrease in operating costs of Comptroller's office	−200
Guam: To provide for continuation of the Guam rehabilitation program	−9,343,000
American Samoa:	
Net increase in operating costs for the Governor's Office, legislative expense, and chief justice and high court	8,011
Net decrease in grants due mainly to reduced requirements for construction	−1,453,811
General administration: Increased operating costs	5,000
Servicing Alaska public works loans: To provide for reimbursement to Housing and Home Finance Agency for estimated costs to carry out the functions delegated to the Administrator by the Secretary of the Interior under the provisions of Public Law 88-229	18,000
Net decrease, 1966	−10,766,000
Budget estimate, 1966	14,579,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. Virgin Islands:					
(a) Governor's office	$77,312	$88,000	$10,000	----------	$98,000
(b) Legislative expense	11,612	13,000	----------	----------	13,000
(c) Comptroller's office	173,073	185,000	7,200	----------	192,200
Subtotal, Virgin Islands	261,997	286,000	17,200	----------	303,200
2. Guam:					
(a) Governor's office	79,452	81,000	9,000	----------	90,000
(b) Legislative expense	18,735	24,000	----------	----------	24,000
(c) Loans	----------	10,920,000	----------	----------	10,920,000
(d) Grants	----------	8,080,000	----------	----------	8,080,000
Subtotal, Guam	98,187	19,105,000	9,000	----------	19,114,000
3. American Samoa:					
(a) Governor's office	128,304	168,489	----------	----------	168,489
(b) Legislative expense	30,279	30,600	----------	----------	30,600
(c) Chief justice and high court	60,353	89,100	1,800	----------	90,900
(d) Grants	12,002,000	5,248,811	----------	----------	5,248,811
Subtotal, American Samoa	12,220,936	5,537,000	1,800	----------	5,538,800
4. Canton Island Administration	18,698	17,000	----------	----------	17,000
5. General administration	322,838	355,000	17,000	----------	372,000
Unobligated balance lapsing	77,344	----------	----------	----------	----------
Total	13,000,000	25,300,000	45,000	----------	25,345,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
1. Virgin Islands:				
(a) Governor's office	$77,312	$98,000	$98,000	----------
(b) Legislative expense	11,612	13,000	13,000	----------
(c) Comptroller's office	173,073	192,200	192,000	−$200
Subtotal, Virgin Islands	261,997	303,200	303,000	−200
2. Guam:				
(a) Governor's office	79,452	90,000	90,000	----------
(b) Legislative expense	18,735	24,000	24,000	----------
(c) Loans	----------	10,920,000	5,902,500	−5,017,500
(d) Grants	----------	8,080,000	3,754,500	−4,325,500
Subtotal, Guam	98,187	19,114,000	9,771,000	−9,343,000
3. American Samoa:				
(a) Governor's office	128,304	168,489	176,000	+7,511
(b) Legislative expense	30,279	30,600	31,000	+400
(c) Chief justice and high court	60,353	90,900	91,000	+100
(d) Grants	12,002,000	5,248,811	3,795,000	−1,453,811
Subtotal, American Samoa	12,220,936	5,538,800	4,093,000	−1,445,800
4. Canton Island Administration	18,698	17,000	17,000	----------
5. General administration	322,838	372,000	377,000	+5,000
6. Servicing Alaska public works loans	----------	----------	18,000	+18,000
Unobligated balance lapsing	77,344	----------	----------	----------
Total	13,000,000	25,345,000	14,579,000	−10,766,000

1. Virgin Islands

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Governor's office	$98,000	$98,000	
(b) Legislative expense	13,000	13,000	
(c) Comptroller's office	192,200	192,000	−$200
Total estimate	303,200	303,000	−200

(a) Governor's office

Fiscal year 1965, $98,000; fiscal year 1966, $98,000; no change.

The operating costs of this office will continue at the current year level. Estimated expenses in the budget year are distributed, as follows:

Personnel compensation and benefits	$96,800
Travel and transportation of persons	1,200

(b) Legislative expense

Fiscal year 1965, $13,000; fiscal year 1966, $13,000; no change.

The funds requested are required to pay the salaries of 11 legislators at $600 each per annum, and, in addition, per diem and travel expenses when attending legislative sessions, as authorized in the Revised Organic Act of the Virgin Islands.

(c) Comptroller's office

Fiscal year 1965, $192,200; fiscal year 1966, $192,000; decrease $200.

The estimate represents a net decrease of $200 under that for the current fiscal year. Estimated expenditures are distributed, as follows:

Personnel compensation and benefits	$174,500
Contractual services and supplies	16,500
Equipment	1,000
Total estimate	192,000

2. Guam

	Estimate, 1965	Estimate, 1966	Increase or decrease
(a) Governor's office	$90,000	$90,000	
(b) Legislative expense	24,000	24,000	
(c) Loans	10,920,000	5,902,500	−$5,017,500
(d) Grants	8,080,000	3,754,500	−4,325,500
Total estimate	19,114,000	9,771,000	−9,343,000

(a) Governor's office

Fiscal year 1965, $90,000; fiscal year 1966, $90,000; no change.

Operating requirements of this activity are expected to be the same as estimated for the current year.

(b) Legislative expense

Fiscal year 1965, $24,000; fiscal year 1966, $24,000; no change.

The budget-year estimate is the same as for the current year. The legislature meets annually in regular sessions covering 60 calendar days, and in special sessions not to exceed 14 calendar days for any 1 session, as authorized by section 18 of the Guam Organic Act. The estimate covers the expenses of 21 members at the rate of $15 per day per member while in session, regular or special.

	Estimate, 1965	Estimate, 1966	Increase or decrease
(c) Loans	$10,920,000	$5,902,500	−$5,017,500
(d) Grants	8,080,000	3,754,500	−4,325,500
Total estimate	19,000,000	9,657,000	−9,343,000

The estimates for these two activities are combined as the funds requested will provide for the continuation of the Guam rehabilitation program as authorized by Public Law 88–170, approved November 4, 1963; the first funds for this purpose were made available in the current 1965 fiscal year.

The two major items in the budget year will be the beginning of the "Commercial port" at an estimated cost of $4,800,000 which is slightly more than one-half of the presently estimated completion cost of $9,100,000, plus continuation of the "Village development" (urban renewal) at an estimated cost of approximately $3,100,000.

The detailed justification for rehabilitation program projects in 1966 follows:

Guam rehabilitation projects, fiscal year 1966

Project	Loans	Grants	Total estimate
College of Guam	$312,500	$312,500	$625,000
Village development:			
Guam projects	911,500	911,500	1,823,000
Urban renewal	1,315,000	0	1,315,000
Juvenile institution (addition)	41,500	41,500	83,000
Sewer system, Yona (Guam and urban renewal project)	389,000	139,000	528,000
Commercial port (1st increment)	2,400,000	2,400,000	4,800,000
Power substation	175,000	0	175,000
Waterline replacement	236,000	0	236,000
Telephone	72,000	0	72,000
Total	5,902,500	3,754,500	9,657,000

College classroom building, $625,000

The College of Guam, which was made a 4-year college in 1961, is growing rapidly as it serves the local populace, the substantial military forces on the island, and the trust territory. Presently, the campus has a small inadequate library building and two classroom buildings partly used for administration offices. Funds are currently available through the 1965 Federal appropriation to construct a library and one additional classroom building.

The enrollment projection figures are shown below:

School year	Full time	Part time
1964–65	420	1,000
1965–66	700	1,300
1966–67	850	1,400
1967–68	1,100	1,500

The projected additional classroom building scheduled to be completed in late 1965 will provide 8 classrooms and 3 laboratory rooms, giving a total of 33 classrooms which is insufficient to take care of the expected 700 students. To accommodate the 850 full-time students and 1,400 part-time students for the 1966–67 school year, a minimum of 51 classrooms is needed. The building for which funds are now requested will provide 18 classrooms of the total minimum additional needed.

The costs are shown below:

1 2-story concrete and hollow tile building, 25,000 square feet at $20 plus 10-percent contingency	$550,000
Architect and engineer fees	25,000
Collateral equipment	50,000
Total	625,000

Summary:	
Labor	300,000
Material	220,000
Equipment	105,000
Total	625,000

VILLAGE DEVELOPMENT

This is a continuation of the program now underway with funds appropriated for fiscal 1965 to redevelop the villages of Yona, Sinajana, Asan, and Agana, which are comprised mainly of substandard lots and streets. Typhoon Karen destroyed many homes in these villages and those which were not destroyed provide inadequate protection against the elements. The streets of Yona, Sinajana, and Asan are narrow and crooked. The congested condition of these villages requires correction and the problems can be overcome by combining the rebuilding of homes in these areas with a development program designed to expand the villages, themselves, and eliminate the small lots and poor streets. Agana has many fractionalized, unusable lots which seriously hamper the development of the area.

The program will be carried on in two phases. First, will be a government of Guam project to acquire, subdivide, and develop mostly vacant land with some buildings thereon adjacent to the villages of Yona, Sinajana, and Asan, and to eliminate the inadequate size lots which have prevented the normal development of Agana. Funds for acquisition of the new land in Yona, Sinajana, and Asan and for partial development of the new land in Yona and Sinajana are available in the 1965 budget. Second, initial urban renewal applications for the villages of Yona and Sinajana have been approved by the Urban Renewal Administration, Federal Housing and Home Finance Agency and funds have been advanced for the survey and planning now underway. It is expected that the Yona urban renewal plans will be submitted to URA for approval in February 1965, and those of Sinajana 2 months later. An urban renewal application for planning advance for Asan will be filed early next year.

Funds are now being requested to cover additional development costs for Yona and Sinajana, for a start toward the acquisition of partial lots in Agana and for the government of Guam contribution to the urban renewal projects for Yona and Sinajana as outlined below:

New subdivision, Yona, $277,000

An additional $277,000 is needed to complete the government of Guam project for acquiring the subdividing 46.5 acres of land adjacent to the present village of Yona, as part of the redevelopment and expansion of this village.

The project calls for the acquisition of the 46.5 acres and development thereof into 232 standard size lots in conformity with those proposed under urban renewal for the existing village. With the 195 lots planned under urban renewal, a total of 427 lots will be provided in lieu of the present 216 lots. The congestion problem can be overcome by redistributing the populace over the whole area.

The additional cost is outlined below:

Acquisition cost for new land		$155,500
Land acquisition	$26,583	
Building acquisition	89,657	
Assemblage cost factor	17,436	
Purchase expenses	6,324	
Title service	3,500	
Demolition of 24 buildings at $500	12,000	
Development of new land		737,500
232 lots at $3,000	696,000	
Administration	25,000	
Planning economic studies	16,500	
Total funds required		893,000
Presently available by appropriation		616,000
Additional needed		277,000

New subdivision, Sinajana, $996,000

An additional $996,000 is needed to complete the government of Guam project in acquiring and subdividing 70 acres adjacent to the village of Sinajana as part of the redevelopment of this village.

The project calls for the acquisition of 70 acres of land and improvements contiguous to Sinajana and subdividing them into 350 standard size lots conforming to those proposed for urban renewal. With the 500 lots planned in the old village under urban renewal a total of 850 lots of standard size will be available in lieu of the present 566. The congestion problem can be overcome by redistributing the populace over the whole area.

The additional cost is outlined below:

Acquisition cost for new land		$930,000
Land acquisition	$129,780	
Building acquisition	607,384	
Assemblage cost factor	110,575	
Purchase expenses	11,561	
Title service	12,700	
Demolition of 116 buildings at $500	58,000	
Development of new land		1,090,000
350 lots at $3,000	1,050,000	
Administration	25,000	
Planning and economic studies	15,000	
Total funds required		2,020,000
Presently available by appropriation		1,024,000
Additional needed		996,000

Urban renewal share, Yona, $394,000

This project covers the redevelopment of the old village of Yona under urban renewal. Application for the project has been approved by the Urban Renewal Administration, Federal Housing and Home Finance Agency. Planning money has been advanced and survey and planning of the project is underway. A 100-percent relocation survey has been completed. The urban renewal plan is expected to be completed in February 1965. The survey and planning phase, including public hearings and legislative approval, is scheduled for completion early in fiscal year 1966, at which time actual redevelopment of the old village area can begin. Our contribution to the project is needed at that time. The sum of $394,000 is the government of Guam's share of the project computed as follows:

Gross project cost	$2,420,000
Proceeds from sale of project land	488,000
Net project cost	1,932,000
Local share (⅓)	644,000
Less credit for Yona sewer system	250,000
Local net share	394,000

Urban renewal share, Sinajana, $921,000

This project covers the redevelopment of the old village of Sinajana under urban renewal. Application for the project has been approved by the Urban Renewal Administration, Federal Housing and Home Finance Agency. Planning money has been advanced and survey and planning of the project area is underway. The urban renewal plan is scheduled for completion in April 1965, and the entire survey and planning phase, including public hearings and legislative approval, early in fiscal year 1966. At that time the actual redevelopment of the old village area can begin. Our contribution to the project is

needed at that time. The sum of $921,000 is the government of Guam's share of the project computed as follows:

Gross project cost	$5,603,000
Proceeds from sale of project land	1,100,000
Net project cost	4,503,000
Local share (1-third)	1,501,000
Less credits:	
Sinajana sewer system	300,000
George Washington Junior High School	280,000
Total	580,000
Local net share	921,000

Agana partial lots, $550,000

The primary problem in developing Agana is the fractional lot problem stemming from the redevelopment of the area after World War II. During the invasion of Guam, the buildings in Agana were leveled and, in laying out the area for future use, the military disregarded the old narrow and crooked streets and laid out good, wide, and straight streets with large blocks comprised of standard-size lots. However, prior to completion of the lot redistribution, the ownership of the land reverted to the original titleholders leaving a conglomeration of irregularly shaped unusable pieces. Since that time, the problem has been aggravated by the further division of the small lots among various heirs of the original owner who died. The numerous small lots seriously holds back the development of Agana.

A tabulation of the lots in Agana has been made and the situation is vividly demonstrated thereby:

Area	*Number*
1. Under 2 square meters	10
2. 2 to 5 square meters	21
3. 6 to 10 square meters	20
4. 11 to 25 square meters	72
5. 26 to 50 square meters	99
6. 51 to 100 square meters	213
7. 101 to 500 square meters [1]	494
8. 501 to 1,000 square meters	57
9. 1,001 to 5,000 square meters	26
10. 5,001 square meters and above	

[1] 500 square meters equals 5,300 square feet (53- by 100-foot lot), 5,000 square feet minimum allowable for lot.

It is proposed to acquire the fractional lots and adjoining lots, divide the acquired land into usable lots, and then sell the usable lots. An initial sum of $550,000 is needed to start this project.

Juvenile home (addition), $83,000

The first increment of the juvenile institution to be constructed soon provides 1 dormitory to house 20 inmates, and a combination administration and workshop building. The current population of the institution is 19 and, based on the 26 percent rate of increase over the past year, the number can be expected to increase to 25 in fiscal 1965, to 32 in fiscal 1966, and to 40 in fiscal 1967. An additional dormitory is a necessity to take care of the likely increase in inmates.

The additional dormitory is to be concrete and hollow tile construction and will contain a large dormitory room for 16 inmates, 4 isolation cells, kitchen, toilets, living room, dining area, and storage. It will require 3,960 square feet at $21 per square foot. Considerable plumbing is involved which increases the cost per square foot.

Costs are shown below:	
1 concrete and hollow tile dormitory, 30×132, 3,969 square feet, at $21	$83,000
Summary:	
Labor	42,000
Material	32,600
Equipment	8,400
Total	83,000

Sewer system (Yona), $528,000

In order to complete the development of the village of Yona for which funds for urban renewal and resettlement area projects are being separately requested, it is necessary to construct a sewerage system to service both the present village and the adjacent new land area to be developed.

Funds for plans for the Yona system have been appropriated and a firm of engineers has been retained to prepare plans and specifications which will be completed by April 1965.

It is essential that the sewerage system be constructed in conjunction with the redevelopment of the village in order that new homes constructed may be tied into the system.

The cost of the project is outlined below:

2,000 lineal feet of 12-inch sewerage pipe, at $15	$30,000
2,000 lineal feet of 10-inch sewerage pipe, at $13.75	27,500
9,000 lineal feet of 8-inch sewerage pipe, at $11.25	101,250
50 sewerage manholes, at $500	25,000
300 house laterals, at $125	37,500
2 lift stations, at $12,500	25,000
Complete treatment plant including chlorination and lagoon for 250,000 gallons per day	212,500
Contingency, 15 percent	69,250
Total	528,000
Labor	225,000
Material	248,000
Equipment	55,000
Total	528,000

Commercial port (first increment), $4,800,000

This project covers the necessary wharf structure and dredgings for the new commercial port construction and includes plans and specifications for the whole project. It is anticipated that the second increment, which includes necessary buildings, utilities, and site improvements will be budgeted for fiscal year 1967. The present commercial port is located on military land and the government of Guam is faced with uncertainty of tenure. The lack of expansion area has congested the port operations. These two features have restricted development of the port. In addition, the inner harbor in which the port is sited is needed by the Navy for expansion of defense facilities; such as, the Polaris submarine base.

Engineers retained jointly by the government of Guam and the Navy have found the only available and useful site is in the outer harbor on Cabras Island and, in view of all the circumstances, recommended that the commercial port be moved to this area. This site will provide adequate room for the port and also for an industrial park.

The costs for the first increment are outlined below:

Design: Construction plans and specifications (both increments)	$450,000
Wharf structure:	
Quaywall, 30-foot berthing, 850 lineal feet	501,500
Quaywall, 35-foot berthing, 2,000 lineal feet	1,432,000
Fender system, retractable, 2,850 lineal feet	712,500
Bollards, 12 each	24,000
Total	2,670,000

Land development:	
Dredging and reclamation, 630,000 cubic yards	1,644,300
Storm drainage system	35,700
Total	1,680,000
Summary:	
Labor	1,488,000
Material	1,770,000
Equipment	1,542,000
Total	4,800,000

Commercial port (complete facilities), $9,100,000

The present Guam commercial port is located in the inner harbor of Apra Harbor maintained by the military. It is operated on permit from the Navy and the government of Guam is faced with uncertainty of tenure. In addition, the present facility is limited to the present site and the lack of expansion area has congested the port operations.

The Navy has need for the entire harbor expansion for defense facilities, one of which is the Polaris submarine base. This poses a security problem in that with the lifting as of August 21, 1962, of restrictions upon the entry of foreign vessels into the commercial port, such foreign vessels now move into the inner harbor and will continue to do so unless the port location is changed.

In an engineering survey financed jointly by the government of Guam and the military, engineers have recommended that the commercial port be relocated. They have surveyed the entire island and noted the absence of any natural well protected harbor in Guam (Apra Harbor has a breakwater) and that the cost of dredging, breakwater protection, etc., in areas other than Apra Harbor will be high. It was the engineers' conclusion that the best new location for the commercial port would be in the outer Apra Harbor. Such location would be on Cabras Island which can be transferred to the government of Guam. This area would provide sufficient space for an industrial park.

The cost of the total facilities is as follows:

Wharf structures	$2,670,000	Labor	$3,563,950
Buildings	3,255,000	Materials	3,564,050
Utilities	827,000	Equipment	1,972,000
Dredging	1,680,000		
Land development	218,000	Total cost	9,100,000
Construction plans and specifications	450,000		
Total	9,100,000		

It is feasible to construct the new port in two increments, the first costing $4,800,000 and the second $4,300,000, projected for fiscal years 1966 and 1967.

Power substation, $175,000

This project consists of a transformer and switchgear making up a power substation designed to connect to the Navy's 34,000-volt powerlines in Mongmong and to reduce the voltage to 13,800 volts for use in the Guam power system.

This is an urgent project. When the new generators now under construction, which are financed in part by government of Guam funds, are finished soon, additional power will be available for Guam customers which cannot be utilized until the transformer covered by this project is installed.

The cost of the substation is outlined below:

Transformer	$59,000
8 sections of switchgear, at $9,500	76,000
Site preparation	10,000
Steelwork	8,000
Installation	22,000
Total	175,000

Water distribution, $236,000

It is urgent that action be taken to replace water mains in Guam that were constructed of wartime material. These pipes are disintegrating and causing substantial water losses in areas such as the commercial areas of Tamuning were water is already in short supply. Water losses in the areas listed below are over 30 percent. The replacement program will aid in making additional needed water available in these areas:

Tamuning:		
(*a*) 8,000 feet of 6-inch main at $8	$64,000	
(*b*) 7,500 feet of 8-inch main at $10	75,000	
		$139,000
Agana Heights:		
(*a*) 5,500 feet of 8-inch main at $10		55,000
Old Agat:		
(*a*) 2,000 feet of 6-inch main at $8	16,000	
(*b*) 2,000 feet of 8-inch main at $10	26,000	42,000
Total		236,000

Telephone exchange, $72,000

With the construction of the George Washington Senior High School and the Trade and Technical School scheduled for completion in early 1966, the college faculty houses, plus additional residences near Mangilao, a new telephone exchange will be urgently needed to furnish telephone service. This will require installing 400 lines, 400 line connector terminals, line finders, selectors, switching selector repeaters, rotary line switch, trunking equipment, automatic line insulation, etc., plus a building to house this equipment.

The costs are detailed below:

1 400 line, initial linefinder, type PABX telephone exchange	$50,000
1 selector bank and trunking facilities	10,000
1 20- by 30-foot hollow tile cement block building with cement roof, 600 square feet at $20	12,000
Total	72,000

Summary:

Labor	6,500
Materials	4,500
Equipment	1,000
Total	12,000

American Samoa

SUMMARY OF APPROPRIATIONS AND GRANTS

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
A. Direct appropriations:				
1. Governor's office	$128,304	$168,489	$176,000	+$7,511
2. Legislative expense	30,278	30,600	31,000	+400
3. Chief justice and high court	60,353	90,900	91,000	+100
Subtotal, direct appropriations	218,935	289,989	298,000	+8,011
B. Grants:				
I. Health, education, and welfare:				
Samoan information	28,211	29,703	42,748	+13,045
Department of education	1,975,507	2,773,785	3,290,799	+517,014
Department of medical services	998,205	1,217,553	1,324,235	+106,682
Public defender	8,775	8,597	10,909	+2,312
Public safety and legislative affairs	162,002	267,246	291,463	+24,217
Local judicial	7,405	9,600	10,174	+574
Civil defense	7,374	6,864	7,020	+156
Subtotal, health, education, and welfare	3,187,479	4,313,348	4,977,348	+664,000
II. Economic and industrial development:				
Department of agriculture	229,761	288,603	338,601	+49,998
Local government departments	67,448	50,278	71,150	+20,872
Office of tourism			20,000	+20,000
Subtotal, economic and industrial development	297,209	338,881	429,751	+90,870
III. Operations, maintenance, and transportation services:				
Communications	123,212	166,687	205,307	+38,620
Public works department	1,199,410	1,624,509	1,281,960	−342,549
Port administration	210,215	360,947	315,876	−45,071
Subtotal, operations, maintenance and transportation service	1,532,837	2,152,143	1,803,143	−349,000
IV. General administration:				
Audit office	19,122	18,647	20,716	+2,069
Administrative services	369,625	413,942	505,922	+91,980
Executive office operation	14,992	16,600	20,596	+3,996
Personnel	56,095	53,250	48,063	−5,187
Subtotal, General administration	459,834	502,439	595,297	+92,858
Total, operating costs only	5,477,359	7,306,811	7,805,539	+498,728
V. Construction	7,533,000	358,000		−358,000
Subtotal, grants	13,010,359	7,664,811	7,805,539	+140,728
Less:				
Local revenues	1,800,000	2,416,000	3,011,100	+595,100
1965 excess revenues			11,000	+11,000
Undistributed reduction based on anticipated delays			988,439	+988,439
Total	1,800,000	2,416,000	4,010,539	+1,594,539
Net grants required	11,210,359	5,248,811	3,795,000	−1,453,811
Total	11,429,294	5,538,800	4,093,000	−1,445,800

3. AMERICAN SAMOA

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Governor's Office	$168,489	$176,000	+$7,511
(b) Legislative expense	30,600	31,000	+400
(c) Chief justice and high court	90,900	91,000	+100
(d) Grants	5,248,811	3,795,000	−1,453,811
Total estimate	5,538,800	4,093,000	−1,445,800

The estimate for fiscal year 1966 for the government of American Samoa is $4,093,000. This represents a net decrease of $1,445,800 under appropriations for fiscal year 1965. A sharp increase of $595,100 in estimated revenues is projected for fiscal year 1966 for a total estimate of $3,011,100. The increase is anticipated primarily in revenues from income taxation. The budget presented herein assumes successful reprograming for the second three channels of the educational television system from excess revenues and savings accumulated in fiscal year 1964. Due to priorities and construction capacities there will be some slippage in construction and for this reason our appropriation request does not include funds under "Grants" for the construction program; however, approval is requested for the program projects set forth herein.

A change of major importance included in this presentation is the industrial fund established for the electric utility.

The island of Tutuila is the largest in the group of seven islands that constitute the territory of American Samoa. The island is divided into the eastern and western with the third, or what is known as the Manu'a district, comprised of three islands about 70 miles eastward. The seat of government is located in the bay area of almost landlocked Pago Pago harbor. The harbor is surrounded by towering mountains. On one of the high points, Mount Alava, the new TV tower has been constructed. Aunu'u Island is located at the southeastern tip of Tutuila, and the islands of the Manu'a district are comprised of Ta'u, Ofu and Olosega. An uninhabited island eastward of the Manu'a group is Rose Island, while 240 miles north lies Swains Island, also part of American Samoa. All the islands comprise 76.1 square miles of land, largely mountainous. Heaviest population is located in the bay area on the south side of Tutuila. The population of American Samoa in the last official census taken in 1960 was 20,051. Over 5,000 immigrants are also presently in American Samoa, primarily from Western Samoa, Tonga and Niue Islands.

The government is divided into three branches, the executive, legislative and judicial. Funds for expenses that are involved in the administration of the government are derived from a grant appropriated by the Congress of the United States and supplemented from local revenues. Funds requested for each branch of the government are justified as follows:

A. DIRECT APPROPRIATIONS

(a) Governor's office

Fiscal year 1965, $168,489; fiscal year 1966, $176,000; increase, $7,511.

An increase of $7,511 is required for the Office of the Governor of American Samoa in the budget year. The estimate will provide for increased costs in personal services due to within-grade promotions for staff personnel. Personnel benefits likewise reflects a slight increase due to the same action. Travel and transportation of things is increased due to repatriation of the Governor and confidential secretary. The first time electric utilities cost is estimated at $1,500 for fiscal year 1966.

As Chief Executive of the territory the Governor's duties include general direction and supervision of the various agencies and instrumentalities of the government of American Samoa. The Chief Executive formulates and executes territorial policies under the approval of the Secretary of the Interior. Bills and resolutions that pass through the legislature of American Samoa are presented to the Governor for approval or veto. Other duties required of the Governor are to act on behalf of U.S. Federal agencies, such as the Passport and Visa Division of the Department of State and maintenance of contact

with other Federal agencies through the Department of the Interior. The Governor is assisted by the secretary of American Samoa in the performance of the various executive duties. The secretary serves as Acting Governor during temporary absences of the Governor from the territory.

(*b*) *Legislative expense*

Fiscal year 1965, $30,600; fiscal year 1966, $31,000; increase, $400.

The sum of $31,000 is needed for operating expenses of the legislature of American Samoa as costs are expected to remain at approximately the same level as for the current year.

The legislature of American Samoa, comprised of the senate and house of representatives meets in one major session early each calendar year and in special sessions, when such are convened by order of the Governor after due consultation with the president of the senate and the speaker of the house of representatives.

The senate has 15 members and the house of representatives totals 18. Senators are elected to office, following Samoan tradition, through the majority opinion of Samoan village councils. The eastern and Manu'a districts have five counties each and the western district only four; therefore the latter is allowed to choose a fifth senator to give equal voting power. The fifth position is rotated within the four counties of the district. Members of the house are elected by popular vote, using the secret ballot. There is one representative from each county except for the more heavily populated bay area county and one in the western district; the former has three representatives and the latter has two. Swains Island is represented by a delegate without vote in the house of representatives. Both the senate persident and speaker of the house are elected by their associates. The 1960 constitution allows members to receive a maximum of $300 yearly in salary.

(*c*) *Chief justice and high court*

Fiscal year 1965, $90,900; fiscal year 1966, $91,000; increase, $100.

The judicial system of American Samoa is composed of a high court and five district courts. The high court, with jurisdiction throughout the islands, has an appellate, a trial, and a probate division. Appeals may be taken from the district courts and the trial and probate divisions of the high court to the appellate division of the high court. The judicial branch of the government is under the administration and supervision of the chief justice of American Samoa. By express constitutional provision, the judicial branch is independent of the executive and legislative branches. The courts have two stateside judges and four Samoan judges. Samoan judges sit on all courts with the exception of the probate division of the high court in the first instance.

The high court has a clerk, a deputy clerk, a court officer, and a process server. These same officials serve the district court for the first district in the same capacity as served in the high court. District courts for the second, third, fourth, and fifth districts have a clerk and a marshal. The clerk of the high court serves as court reporter. He is also registrar of titles, registrar of vital statistics, secretary of the land commission and archivist for the government. He and his deputy issue marriage licenses and perform the functions usually performed by a county recorder in the United States. The clerk of the high court is the custodian of land and matai name records, vital statistics records, marriage records and all court records. The deputy clerk of the high court and the court officer are the official interpreters for the high court and the district court for the first district.

B. GRANTS

I. Health, education, and welfare

	Estimate 1965	Estimate 1966	Increase or decrease (−)
(1) Samoan information	$29,703	$42,748	$13,045
(2) Department of education	2,773,785	3,290,799	517,014
(3) Department of medical services	1,217,553	1,324,235	106,682
(4) Public defender	8,597	10,909	2,312
(5) Department of public safety and legal affairs	267,246	291,463	24,217
(6) Local judicial	9,600	10,174	574
(7) Civil defense	6,864	7,020	156
Total, health, education, and welfare	4,313,348	4,977,348	664,000

(1) Samoan information

Fiscal year 1965, $29,703; fiscal year 1966, $42,748; increase, $13,045.

An increase of $13,045 is necessary primarily to provide for the industrial funding of the electric utility ($2,450), and for printing and reproduction of the local news media ($9,600). The office of Samoan information prepares a daily news bulletin, 5 days a week, and it is planned for distribution to go from 500 to 700 copies daily. In addition a weekly news roundup will be initiated in fiscal year 1965.

The daily bulletin averages five pages and is the only written news media for current world news and public notices required to be disseminated in American Samoa. The OSI subscribes to United Press International Teletype news service which is the primary source of news published. The OSI also operates the only radio broadcasting station in American Samoa and continues on a 7-day-a-week operation to provide entertainment programs as well as news broadcasts in English and Samoan languages. Tape recordings are made of important public functions and deliberations in the legislature for better broadcast to the public.

(2) Department of education

Fiscal year 1965, $2,773,785; fiscal year 1966, $3,290,799; increase, $517,014.

An increase of $517,014 is required for education.

The department of education budget presented herein assumes successful reprograming in the construction of the second three channels of the educational television system in 1965. The estimates for this department reflect a complete operation of the educational television system on 6 channels for 12 grades beginning in September 1965. By initiating the complete system for the school year 1965–66 it will not be necessary to recruit 55 high school teachers, 46 of whom are presently employed and whose contracts expire at the end of the 1964–65 school year and 9 additional space requirements caused by increased enrollment due to the addition of the ninth grade in 1965–66 for the first time. In addition it will be possible to teach at the seventh- and eighth-grade instructional level via ETV and obviate the requirement for 48 additional stateside teachers which would have to be recruited and housed in fiscal year 1967. School year 1965–66 will represent a transitional period of instruction in secondary education from traditional methods to total teaching by educational television with 37 remaining high school teachers available with 1 more year to serve on contract. This budget reflects a cost of $533,290 for educational television in grades 9 through 12 with pupils in grades 7 and 8 receiving reinforced instruction at the fifth- and sixth-grade levels in fiscal year 1966. Twenty-eight ETV personnel are required. In future years, expansion of enrollment predicted in the secondary schools may be absorbed in the ETV system without adding additional stateside personnel. The following schedule compares the ETV system with the traditional for grades 7 through 12 for fiscal year 1967:

	ETV	Traditional
Enrollment	3,288	3,288
Stateside personnel	43	140
Samoan personnel	72	12
Operating costs	$938,920	$1,164,480

By the time school opens in 1965, the new high schools in Leone and Manu'a will be ready for operation in the ETV system while Utulei High School will be converted to ETV.

The consolidated elementary school construction will be completed in fiscal year 1965 and will be in full operation for the school year 1965–66. This requires an additional nine elementary school principals experienced in TV instruction. The expansion in the school lunch program to all consolidated elementary schools and three high schools requires one additional stateside position. One high school principal for Manu'a and an athletic program supervisor are required. The net change in stateside personnel requirements is a reduction of six. Local national personnel position requirements increase a net of 30. With the completion of consolidated elementary schools, the elementary teaching spaces required decreased by 37; however, the expansion required in the school lunch program requires an additional 33 cooks and assistant cooks, and the educational television system increases a total of 33 local nationals in technical and assistant teaching positions on ETV for grades 7 through 12. Our established policy is to train Samoans to replace stateside teachers and technicians.

Due to the requirement for terminal leave of TV personnel in the elementary system and the higher salaries for professional television teachers and technical personnel vis-a-vis classroom teachers, personnel compensation cost increased a total of $124,935. While the requirement for Samoan personnel increases by 30, salary costs are reduced $16,267 due to the reclassification of payments made to cadet teachers who are reclassified under scholarships. Travel and transportation of persons and things increased by $114,130 due to repatriation of personnel presently under contract and replacement cost. The cost of electricity to the department of education is estimated at $73,000 and is a first-time cost due to the industrial funding of the electrical utility in fiscal year 1966. An increase of $49,000 in printing and reproduction is entirely reflected in the TV educational program for reproduction of lessons and curriculum for classroom work with ETV. An estimated $77,000 increase in other services is required for freight on educational film royalties where required and the estimated cost of rebuilding video tape recorder heads. The increased requirement for video tape, tube, parts, and supplies totaled approximately $113,000; however, this was partially offset by reductions possible in school lunch program supplies due to cost-based budgeting and other reductions resulting in a net increase of approximately $58,000. Equipment requirements decreases $14,650. The total provision for scholarships for university and college study, short-term courses, and cadet teachers in the teacher-education program are budgeted at a total of $247,450. This represents a total of 143 college students; 35 of whom are programed for first-year study and 75 cadet teachers in the teacher-training program. This object classification reflects an increase of approximately $63,000; $54,000 of which is the cost of the cadet teachers reclassified from personal service cost.

Enrollment predicted for school year 1965–66 is 5,531 in the elementary classrooms and 1,900 secondary school students for an average cost per pupil of $376.50 (average expenditure per pupil for 1963–64 is estimated at $455 in the United States, National Education Association Research Bulletin, vol. 41, No. 2, May 1963).

The budget estimate requested for fiscal year 1966 and the installation of 3 additional channels and educational television for secondary school education will make it possible to phase out approximately 75 of the stateside teachers that are presently required. As our college graduate students presently on scholarships return to Samoa, and gain experience in our system, they will replace stateside teachers at a much-reduced cost. Adult education will receive greater emphasis through programs on homemaking, sewage and sanitation and agriculture, as well as the English language.

The technical aspects of television transmission have been successfully established and a pedagogical of educational television has given the distinct evidence of superiority in the teacher-learning process in American Samoa at a much-reduced cost over traditional system.

(3) *Department of medical services*

Fiscal year 1965, $1,217,553; fiscal year 1966, $1,324,235; increase, $106,682.

The increase of $106,682 results primarily from an increase of five stateside positions; an internist, a dentist, and three additional nurse positions are

required. Outpatient services increased 31 percent in fiscal year 1964 from 42,000 to 55,000 cases; dental services totaled 17,000 treatments in 1964 and patient backlog requires approximately 3 months waiting period for appointments. Additional nurses are required to provide for badly needed supervision of Samoan nurses on the floor. This increased cost of personal services totals $68,915. A general reclassification of salaries for Samoan personnel in the department of medical services was completed in fiscal year 1965 and the cost absorbed by reducing the number of Samoan personnel by 33 positions. Continued emphasis on quality will be carried out in the student-nurse program with only high school graduates selected for this training in reduced size classes. Medical services electricity consumption will cost $45,810 which is an increase for this first-time expenditure. An increase is required in supplies and materials of $28,774; pharmacy prescriptions increased 37 percent in 1963 to 1964 when 84,205 prescriptions were filled for ward and outpatient treatment ($10,000 increase requested); Public health service programs in the filariasis control, trachoma control, parasite, DPT, and tinea treatments require an additional $13,374; and other small increases account for the balance. The above increases are partially offset by reductions in travel and transportation of things, totaling $18,227.

(4) *Public defender*

Fiscal year 1965, $8,597; fiscal year 1966, $10,909; increase, $2,312.

An increase of $2,312 is necessary to provide for the increased services required for a lawyer from Western Samoa employed on a part-time basis representing defendants in all criminal cases prosecuted in American Samoa. This attorney also acts as counsel for the people of this territory. Please refer to the increase in cases reported in the department of public safety and legal affairs below.

(5) *Department of public safety and legal affairs*

Fiscal year 1965, $267,246; fiscal year 1966, $291,463; increase, $24,217.

An increase of $24,217 is required to provide for the following additional costs: The activation of one stateside secretarial position and five Samoan immigration inspectors is required in the office of the attorney general. Recent changes in immigration regulations requiring alien registration and control made necessary due to the presence in American Samoa of over 5,000 aliens. These additional personnel are required for maintenance of records, statistics, and registration procedures. The increase required in personal service cost totals $30,202.

In fiscal year 1964, and continuing in 1965, the budget reflected a decrease in the department of local government with a corresponding increase in public safety and legal affairs in the programed elimination of the pulenu'us and leoleos (mayor and policemen of each village). At that time, we advised that, if this plan did not appear feasible, the reduction would be reinstated and the department of public safety and legal affairs reduced, likewise, a like amount. This budget reflects a decrease in 17 policeman positions at a cost of approximately $17,000 and the department of local government increased a like amount with the programing of 1 position only for each village. The reduction of 17 police positions in public safety, however, is offset by the requirement for 17 additional fireman positions to provide for the manning of the Tafuna Airport Fire & Rescue Station. A recently acquired fire-and-rescue truck from the air force, and a new pumper soon to be delivered, will equip this station. In addition to airport duty during aircraft operations, the station will be responsible for the Tafuna housing and industrial complex and the western district, obviating the need of sending equipment all the way from Pago Pago to Tafuna for aircraft operations.

Utility costs have increased by $5,007 to pay for the first-time expenditure on electricity consumption by this department. These increases are partially offset by a $2,000 saving in travel and $7,000 in equipment and other small decreases.

The attorney general acts as legal officer in American Samoa and director of the department of public safety and legal affairs with duties that include immigration matters, and corporation of all amendments into the Code of American Samoa and proper publication of amendments. During the past year, 305 complaints were handled and 139 persons charged; of which, 121 were convicted and 18 persons acquitted. This represents an increase of 23 percent in the number of investigations required. There were 620 traffic cases prosecuted dur-

ing the year; 72 cases were nolle prosequi; 508 found guilty; 40 found not guilty. This represents an increase of 19½ percent in traffic cases handled. The average prison population during the year was 39.9 persons, an increase of 4.7 persons over 1964.

(6) Local judicial

Fiscal year 1965, $9,600; fiscal year 1966, $10,174; increase, $574.

This increase is required for regular small salary increments for the four Samoan associate judges. The Samoan judges and the clerks and marshals of the four outlying district courts are paid from this budget. During the fiscal year ended June 30, 1964, 862 persons were tried on criminal charges in the district courts and 368 civil cases were decided by them. This volume of work represents a 12-percent increase.

(7) Civil defense

Fiscal year 1965, $6,864; fiscal year 1966, $7,020; increase, $156.

An increase of $156 is required for small salary incremental increase for a clerk and $104 electricity consumption expense for the first time in this fiscal year. One-half of the expenses incurred in the operation of this division are borne by the national civil defense program under Public Law 920, 81st Congress, as amended, and Public Law 85-606 which amended portions of Public Law 920, together with Executive Order 10925 of August 1, 1961. Under the Governor's Office, the office of civil defense performs similar functions as civil defense agencies in the United States; that is, organize and train local personnel in first aid, radiological monitoring, and the manning of shelters. Location of possible fallout shelters, procurement and maintenance supplies for emergency needs in event of natural or manmade disasters is also the responsibility of this office. In addition, the director of civil defense directs operations for all rescues required and evacuation operations during disasters.

II. Economic and industrial development

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
1. Department of Agriculture	$288,603	$338,601	+$49,998
2. Local government	50,278	71,150	+20,872
3. Office of tourism		20,000	+20,000
Total, economic and industrial development	338,881	429,751	+90,870

(1) Department of agriculture

Fiscal year 1965, $288,603; fiscal year 1966, $338,601; increase, $49,998.

An increase of $49,998 is required by the department of agriculture primarily in their expansion of agricultural production. Revenues of this department have been estimated to increase approximately $58,000 to reflect the increased production anticipated. In the 12-month period ended June 30, 1964, an estimated $143,000 of taro was imported from Western Samoa. It is planned to place one-half of the FAA antenna farm (100 acres) under cultivation with a production crop of taro, banana, and papaya to stop this gold flow to foreign countries. The department of agriculture through their extension service have already encouraged local producers to place 100 new acres of taro under production; however, local consumption has increased and more acreage is required for market and the school lunch program. An extension TV coordinator and a home demonstration supervisor stateside positions are required. In fiscal year 1965, the home demonstration supervisor is on loan from the department of education, but will be transferred to the department of agriculture and must be funded from this account. An increase of 15 permanent farm employees is necessary to handle the planned planting and care of farm products and laying chickens. In fiscal year 1966, we will have 3,000 layers of a U.S. breed which will increase our badly needed fresh egg production by 450 percent. "Travel and transportation of persons" is increased $5,700 primarily for repatriation travel. Utilities costs are increased $6,900 to fund electricity by the department which is a first-time expense. A reduction of $14,330 in "Other services" is possible through the establishment of 15 permanent positions for farm employees as opposed to temporary labor. An additional $29,040 is re-

quired for supplies and materials, primarily for poultry feed, agricultural chemicals, herbicides, and fertilizers on the production farm and the control of vegetation. Nonrecurring equipment costs result in a decrease of $18,320 in this category.

The department of agriculture is comprised of the experimental production farm, extension service, entomology and fisheries, and forestry division. This department is responsible for all phases of agriculture development including animal husbandry, fisheries, and forestry, as well as control of animal and plant pests.

(2) Department of local government

Fiscal year 1965, $50,278; fiscal year 1966, $71,150; increase, $20,872.

In 1964 the department of local government's estimate was reduced for the planned reduction in pulenu'us and leoleos (mayor and policeman of each village) and a corresponding increase was estimated for public safety and legal affairs for the employment of regular policemen to assume these duties. At that time the Congress was advised that if this plan proved unfeasible, the pulenu'us and leoleos would be reinstated and public safety and legal affairs reduced a like amount. It now appears that the impact of this program is such that it cannot be accomplished at this time. Of the $20,872 increase required in this budget, $19,132 is necessary to provide for the small annual salaries for the 65 positions of pulenu'us and leoleos in the villages. These personnel are paid an average of only $295 per annum. An increase of $2,500 in other services is required to defray the cost of preliminary election expense in preparation for the election scheduled for the fall of 1966, and the expenses of the president of the senate who is a permanent general board member and adviser in government affairs. The district governors and county chiefs continue to be budgeted and paid by this activity. District governors are usually selected by district councils who submit their recommendations to the Governor for final approval. County chiefs are nominated by county councils with the recommendation to the district governor who in turn obtains a final approval from the Governor of American Samoa before appointment. This department continues to have as its primary function the administration of local government organization and acts as a link between the local Samoan officials and the various departments of the territorial administration. The major emphasis of the work of this organization has been the development, consistent with traditional policy, of a self-sustaining and self-reliant system of local government, competent to deal with village, county, and district interests and concerns of both traditional and modern nature. This department is also responsible for census taking in the territory and for conducting general and special elections.

(3) Office of tourism

Fiscal year 1965, none; fiscal year 1966, $20,000; increase, $20,000.

Funds for an office of tourism are required at this time to be in a position to take advantage of the large tourist potential in American Samoa with the anticipated completion of a 100-room luxury tourist hotel scheduled for July 1965. American Samoa will be able to host at least 200 persons daily. Publicity and proper steps to promote tourism and develop interest in American Samoa will create an industry that will eventually be a major source of revenue to this government and the people of American Samoa. The $20,000 requested will provide for a minimum amount of advertising and promotion and for the printing and reproduction of brochures and throwaways promoting tourism in American Samoa. Membership in the Pacific Area Travel Association is also funded.

III. Operation maintenance and transportation services

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(1) Communication	$166,687	$205,307	+$38,620
(2) Department of public works	1,624,509	1,281,960	−342,549
(3) Department of port administration	360,947	315,876	−45,071
Total, operation, maintenance, and transportation services	2,152,143	1,803,143	−349,000

(1) Communication

Fiscal year 1965, $166,687; fiscal year 1966, $205,307; increase, $38,620.

An increase of $38,620 is required to provide for electricity consumption which is a first time cost totaling $16,150 and $34,996 required for reimbursement to FAA for use of integrated communication facilities. Reorganization of personnel made possible through the integration of facilities with the FAA has resulted in a reduction in stateside positions from 6 to 4 and in local national positions from 36 to 32, resulting in a decreased requirement for personal services totaling $8,100. A reduction of $2,300 is also made possible in "Travel and transportation of persons and things" with approximately $2,200 reduced requirement of supplies and materials.

A feasibility study, conducted by the FAA on the consolidation integration and interconnection of government of American Samoa's communiction facilities, both long haul, point to point and other local HF radio communications which are considered non-DCS functions, with the facilities of the FAA within the concept of a single agency management under FAA, has been completed. The conclusion in this study is that it is entirely practicable to integrate the government of American Samoa's communication requirements with the FAA's. This will provide the government of American Samoa with an up-to-date reliable commercial and governmental communication capability. The Federal Aviation Agency will operate under the concept that the FAA is the national communication's agency representative in American Samoa. This integration will be accomplished with funds made available for communication construction in fiscal year 1964, expenditure of which was held up due to the possibility of this integration. A considerably larger increase would have been required to operate an uneconomical dual facility in American Samoa had this planned integration with the FAA not been feasible. The funds requested herein provide for the operations of downtown communication center which is the nerve center of the government communication network, radiogram and oversea telephone traffic and services, both government and commercial, and harbor control. The integration with FAA will virtually finish the job of upgrading the communication facilities and services of American Samoa and at the same time eliminate duplication of effort and installation, provide for economical use of critically scarce radio frequency assignments.

(2) Department of public works

Fiscal year 1965, $1,624,509; fiscal year 1966, $1,281,960; decrease, $342,549.

A decrease of $342,549 is possible as a result of industrially funding the electric utility. In 1966 it is planned to recover all costs of the electric utility, including return on investment in accordance with the Federal Power Commission system. The cost of electricity to the government of American Samoa has been estimated in each department's budget and this sum along with sales to the public make this procedure possible. Estimated obligations by object classifications for the power system include 59 positions which is an increase for this function over 1965.

A total of four additional U.S. contract positions are required in the maintenance and operation plant, and the supervision and training of local personnel at an increased cost of $43,338. Planned maintenance costs included in estimates reflect an increase of 58 local national positions to a total of 301 for this function and is required to provide for expanded trash collection, 18; aerial tramway operation, 8; 8 foreman positions; 10 plumbers and helpers; 5 equipment operators; and 9 other positions in telephone, water, and clerical functions. This increase is required for maintenance of greatly expanded plant and increasing maintenance problems on 162 principally prewar government buildings. This division is responsible for the telephone, water and sewerage systems, roads and ground maintenance, appliance and furniture repair, rehabilitation and maintenance of government quarters and office buildings, and hospital, dock, and airport facilities.

"Travel and transportation of persons and things" decreases $4,765 from funds required in 1965. Electricity consumption by this department totals $32,821 and is a first-come cost of operation. An increase of $2,550 is required for "other services" to provide for part-time labor to clean out the water reservoirs. Supplies and materials decreases $256,803 and equipment $158,494, due to the industrial funding of the electric utility and nonrecurring equipment procurement, respectively.

Public works department is comprised of the lands and survey, maintenance and repair, vehicle and equipment, marine and construction divisions, as well as the office of the director. The department of public works supervises the entire construction program from design to completion.

(3) *Department of port administration*

Fiscal year 1965, $360,947; fiscal year 1966, $315,876; decrease, $45,071.

A decrease of $45,071 is possible as a result of the stationing of the Coast Guard cutter, U.S.S. *Cape Province*, in American Samoa. This cutter has assumed responsibility for the duties of sea search and rescue for a radius of 250 miles from American Samoa, obviating the need for the Government of American Samoa to maintain such a vessel. Personal service cost reflects a net increase of $5,038 for two additional port patrolmen required for airport operations; one additional harbor craft position is also requested. At the present time ships are berthed at Pagopago with the use of a landing craft; however, the seagoing tug and two YTL's recently acquired by the Government of American Samoa will provide much more efficient berthing service with an adequate harbor craft. It is not possible to reduce interisland personal service cost due to the fact that we only programed for one crew to operate both the workboat and search and rescue vessel. The crew of the workboat will be working regularly through 1966 for offshore construction projects. Travel and transportation of persons and transportation of things require an increase of $4,800 for repatriation of three stateside personnel and their replacements. Electric utility costs are programed for the first time and are estimated at $9,950. Printing and reproduction and other services increase a total of $3,940 for increased requirement of forms and the drydocking cost of Government vessels. The requirement for supplies and materials decreases $47,374 as a result of the Coast Guard cutter assuming the search and rescue function as well as some administrative work, while equipment costs decrease $20,388 due to nonrecurring equipment procurement.

Port revenue increases by $117,000 in fiscal year 1966. The department of port administration is responsible for all harbor craft and pilot services, import duty assessment operation of the jet airport, and government interisland water transportation, as well as security in these areas of operations. Small craft are also used to provide transportation to remote villages on the north side of Tutuila inaccessible by road.

IV. General administration

	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
(1) Audit office	$18,647	$20,716	$2,069
(2) Department of administrative services	413,942	505,922	91,980
(3) Executive office operations	16,600	20,596	3,996
(4) Personnel office	53,250	48,063	−5,187
Total, general administration	502,439	595,297	92,858

(1) *Audit office*

Fiscal year 1965, $18,647; fiscal year 1966, $20,716; increase, $2,069.

An increase of $2,069 is required in fiscal year 1966 to provide an additional Samoan typist and regular increments due for current employees. This office conducts internal audits of all phases of government finance and management along with review of methods and systems, and reports directly to the Governor of American Samoa.

(2) *Department of administrative services*

Fiscal year 1965, $413,942; fiscal year 1966, $505,922; increase, $91,980.

An increase of $91,980 is required for this department in fiscal year 1966 to defray the first time cost of electricity consumption in government living quarters, totaling $73,970 and an additional $30,863 required for terminal leave for 2 stateside contract employees, and the addition of 11 local national positions; 6 of these positions are required in the accounting division where

the workload continues to increase, 3 in general supply, and 2 in the management services division. Two positions in accounting and one in management services are replacements of transfers to activate the internal revenue tax unit. A decrease of $21,503 in supplies and materials is possible through review and consolidation of forms used and a reduction in supply estimates through cost based budgeting. Equipment costs are increased by $3,009 for replacement of appliances in government housing.

The department of administrative services is delegated the responsibility for collection of all revenues, the disbursements of all Federal and territorial funds, and the fiscal and financial accounting for same, the complete budget process, and the management of all business-type activities including general supply, construction supply, land transportation, printshop, liquor store, and related services. This department acts as the business office of the government and administers the internal revenue derived from income taxation. The income tax code in effect in American Samoa is the U.S. Income Tax Code adopted by the Legislature of American Samoa with changes only for local conditions. This code was enacted in March 1963, retroactive to January 1, 1963, and revenues from this source in 1966 are estimated at $1,525,000. With the expansion of the economy and related government services the volume of work administered is estimated to double from 1964 to 1966.

(3) Executive office operations

Fiscal year 1965, $16,600; fiscal year 1966, $20,596; increase, $3,996.

The increase is $3,996 is required to provide for a badly needed reclassification in the salary scale of Samoan employees and $2,426 to defray the cost of electricity consumption. The primary purpose of this estimate is to provide for the expenses of government house and executive office operations concerned with visiting dignitaries and the like.

(4) Personnel office

Fiscal year 1965, $53,250; fiscal year 1966, $48,063; decrease, $5,187.

A decrease of $5,187 results primarily from reduction of one stateside position creating a saving of $7,403. Travel and transportation of persons and things has a net decrease of $530, while electricity utility cost increases by $1,080 on a first-time basis. Other services is estimated to increase $2,080 to provide required funds for advertising for expanded personnel recruitment. The personnel office is responsible for recruitment and processing of personnel for the Government of American Samoa. In addition, all matters concerning personnel promotion, transfer, or discharge are handled by this office. All travel and transportation documents are prepared and disseminated by the personnel office. Further, matters concerning social security coverage, obtaining same for "retired" employees, and disseminating information about this program, is the concern of this office.

AMERICAN SAMOA

V. Construction

	Estimate, 1965	Estimate, 1966	Increase to decrease (—)
(1) Road program	$500,000		—$500,000
(2) Power program	823,000		—823,000
(3) Water development	240,000	$180,000	—60,000
(4) Sewerage and sanitation development	284,000	250,000	—34,000
(5) General supply revolving fund	300,000		—300,000
(6) Telephone system	254,000		—254,000
(7) Marine railway	212,000		—212,000
(8) Harbor development	140,000	110,000	—30,000
(9) Building construction and renovation	105,000	113,880	8,880
(10) Samoan market and distribution center		96,080	96,080
(11) Land development		25,000	25,000
(12) Secondary school system		494,480	494,480
Total, construction	2,858,000	1,269,440	—1,588,560
Less underfinanced	(2,500,000)	(1,269,440)	(1,230,560)
Appropriation request	358,000		—358,000

GENERAL

In fiscal year 1965 the Congress approved a construction program for American Samoa totaling $2,858,000; however, due to the slippage in actual construction and the availability of excess cash caused thereby, the Congress underfinanced the budget estimate by $2,500,000. Construction on virtually all the approved major programs is moving along very well and except for the actual construction of the hospital, second phase sewer and sanitation development, and some work in the secondary road program, we have the capacity to construct and/or the ability to obligate funds through June 30, 1966. There will be some slippage in these programs; however, due to priorities and construction capacities and for this reason our appropriation request for construction budget assumes successful reprograming for the construction of the second three channels of the education television system from savings and excess revenues in 1964 in the amount of $989,300.

(1) *Road program*

Fiscal year 1965, $500,000; fiscal year 1966, 0; decrease, $500,000.

No additional funds are requested for the road program in fiscal year 1966. Work is progressing on the 35 miles of paved primary road and will continue on secondary and access roads.

(2) *Power program*

Fiscal year 1965, $823,000; fiscal year 1966, 0; decrease, $823,000.

No additional funds are requested for the power program in fiscal year 1966. Work is progressing on the design of the additional 3,000-kilowatt unit to be installed in fiscal year 1965. In fiscal year 1963, the Congress approved $1,111,690 for the second-phase installation of a new powerplant in the Tafuna area and at the same time approved $98,800 for the electrification of Manu'a. At the time the program was originally developed, we had not initiated our educational television planning so that our engineer designed the Manu'a program primarily for proper refrigeration of food. With the approval of the program for educational television, it is necessary to redesign the electric system required for the Manu'a group. An onsite inspection and review of requirements have been completed by our consulting electrical engineer, and it has been determined that firm power of 165 kilowatts is required at Ofu and 330 kilowatts required at Faleasao. The entire system has been redesigned and bill of materials completed, indicating a total cost of approximately $328,000. The centralization of the powerplant in Pago Pago, as opposed to constructing the second phase in the Tafuna area, has resulted in savings of approximately $225,000. It is planned to use these savings in the power program on Tutuila along with funds made available for Manu'a to complete the redesigned power and distribution system for the Manu'a group. It is estimated that approximately 500 customers will be served along with making the required firm power available for the educational TV translators and receivers.

(3) *Water development*

Fiscal year 1965, $240,000; fiscal year 1966, $180,000; decrease, $60,000.

The first phase of major improvements to the water system in the Pago Pago and Tafuna areas was authorized in fiscal year 1964 at $1 million; the second phase of improvements totaling $240,000 was approved in fiscal year 1965. A total program of $2,500,000 is planned. In fiscal year 1965, a contract will be let for the entire bay area system costing just over $1 million. This system will provide a storage capacity approximating an 8-day water supply along with replacement of existing prewar water mains. The continued industrial and tourist development in the bay area and expansion of the Tafuna area, both for residential and industrial uses, requires the continuance of this program. The development of water for servicing consolidated elementary schools and the school lunch program is being coordinated with village requirements with the individual villages funding their portion separately and a joint system constructed. It is planned to continue this joint effort to make an adequate, sanitary water supply available to the villages.

(4) *Sewerage system*

Fiscal year 1965, $284,000; fiscal year 1966, $250,000; decrease, $34,000.

In fiscal year 1964 the Congress approved $1,500,000 for the first phase of the construction of a sewerage system, submitted with a recommended method of

disposal by pumping raw sewage to the Southworth Point on the north coast of the island of Tutuila. At the time of the budget submission, it was stated that the engineering and feasibility study of the problem of sewage disposal in American Samoa was still being conducted and results not as yet completed. A review of this study revealed the annual operating cost to be approximately $100,000 which we believed excessive. A second study was ordered more closely to define the industrial waste problem and to seek an alternative solution; this study has been completed and we are prepared to enter into a design contract at this time. The second study conducted by Kennedy Engineers has resulted in a recommendation for industrial waste treatment (obviating the need for pumping sewage over to the north shore) at a budget cost estimate of $1,454,000 with an annual operating cost of approximately $30,000. The system presently proposed includes the main trunklines, sewage lift stations, and treatment plants with septic tanks and outfalls.

In fiscal year 1965 the Congress approved additional funds totaling $284,000 to begin the development of the village system in the Tafuna and outlying areas. The funds requested in this fiscal year 1966 budget estimate will be used for the construction of laterals and for the government and village collection systems in the bay area (Pago Pago, Fagatogo, Utulei).

(5) *General supply revolving fund*

Fiscal year 1965, $300,000; fiscal year 1966, 0; decrease, $300,000.
Nonrecurring.

(6) *Telephone system*

Fiscal year 1965, $254,000; fiscal year 1966, 0; decrease, $254,000.
Nonrecurring.

(7) *Marine railway*

Fiscal year 1965, $212,000; fiscal year 1966, none; decrease, $212,000.
Nonrecurring.

(8) *Harbor development and land reclamation*

Fiscal year 1965, $140,000; fiscal year 1966, $110,000; decrease, $30,000.

The budget estimate of $110,000 is for the continuing improvements required for the main dock. This program will provide for the extension of the main dock by approximately 130 feet to provide a 500-foot dock face. At the present time it is extremely difficult for Matson Liners calling in Pago Pago to work the fore or aft cargo holds. Due to the vessel size and present dock, cargo is manhandled through ports at dock level. Liners of over 700 feet in length are scheduled to call at Pago Pago in the fall of 1964 and the required positioning at midship on the 400-foot dock will make it impossible to work any cargo holds. The new mariner hulls under construction by the Matson Liners will additionally aggravate the problem without this required dock extension. The present dock facing can be extended approximately 130 feet for only $110,000 due to the fact that the depth of dock surface required is a trapezoid shaped portion on the north end not finished when the original dock was constructed.

(9) *Building construction and renovation*

Fiscal year 1965, $105,000; fiscal year 1966, $113,880; increase, $8,880.

At present the main firehouse is located in the congested main dock area and there is a serious conflict between through traffic, dock traffic and proper operation of the fire station. This area is scheduled for complete redevelopment to suit port and dock activities only, and the space occupied by the firehouse will be incorporated in a dock access road and new dockside warehousing. This relocation will move the firefighting equipment to a nearby open area on the main road at an estimated cost of $52,200.

Government departmental offices are now housed in old, dilapidated Navy buildings around the bay area. The total area thus occupied is far in excess of needs. Included in this budget estimate is $31,680 to provide for the architectual and engineering costs of a new central government office building which will be designed to provide central administration office space for all departments of the government of American Samoa. This move will release space for other important uses, and improve the efficiency of government and interdepartmental communication.

This estimate also includes $30,000 for renovation of the court house and enlargement of the record storage vault. The existing vault and court house facilities were designed and built more than 30 years ago and they are in need

of extensive alterations and enlargement to meet the expanded requirements for court records and judicial service.

(10) Samoan Market and Distribution Center

Fiscal year 1965, none; fiscal year 1966, $96,080; increase, $96,080.

In fiscal year 1963, $40,000 was approved for market area development. This sum will provide only for a minimum facility and does not provide processing space or refrigeration for produce, fish, or fresh meat. To develop properly the potential and exploit agricultural land resources, develop cash crops and remedy serious dietary deficiencies, local meat, fish, poultry, and produce must be made available to the general Samoan population on an organized basis. The Samoan Market and Distribution Center is planned to make all products available at the population and transportation center of the island, assure a ready market for farmers, provide safe and sanitary space for limited processing, display and refrigerated storage. It is also planned to become a unique and colorful center for display of local handicraft and a compliment to the whole tourist program. This development when completed will provide for 9,240 square feet of covered space including refrigeration and showcase equipment.

(11) Matai Ridge area land development

Fiscal year 1965, none; fiscal year 1966, $25,000; increase, $25,000.

The budget estimate is for area planning feasibility and engineering only. This land development project, if feasible, will alleviate the serious problem of congestion in Pago Bay area resulting from competition between residential needs and the growing land need for commercial, industrial, community, and governmental activities and services required by a rapidly growing economy and population.

Matai Ridge will provide overflow space for housing, schools, light industrial, and commercial activities close to the bay area governmental, business, and industrial center. In addition, presently inaccessible agricultural land on the ridge and mountainside will become usable.

(12) Secondary school system

Fiscal year 1965, none; fiscal year 1966, $494,480; increase, $494,480.

In the fiscal year 1965 presentation of budget estimates, we advised that based on review of our secondary school program by educational teams from Stanford University and from the University of California, we had decided that an 8-year elementary system, plus a 4-year high school system would be the most flexible and economical educational system for Samoa. Consequently, we have started construction of two new high schools at Leone and Manu'a from the money that had been programed previously for junior high schools and additional high school buildings. We are receiving assistance in the planning for these units from the School Facilities Planning Laboratory of Stanford University who are working closely with our architects. A complete study of predicted high school student population has been completed by personnel from Stanford University in conjunction with our department of education. This study encompassed a 5-year period from 1965 to 1970 and is the first comprehensive information we have had available for facility planning. Our 1965–66 high school student count of 1,885 students will increase each year to a total of 2,602 by 1970. This budget request will permit the final decentralization and provide for high school facilities in a central location for Samoa's four major population areas; Pago Bay area, the western district, the eastern district, and Manu'a district. The new schools now being built are in the western district and Manu'a, and, while the existing bay area school at Utulei will continue at its present location, this planning will permit the razing of several dilapidated wartime barracks or quonset-type buildings by reducing the population pressure on the Utulei High School. The predicated population for the 1967–68 school year is the base year on which facilities are presently being planned. Building plans and working drawings of the present high schools will be adopted for use at the eastern district site. The school facilities provide for a 50-square foot area per student.

STATEMENT OF REVENUE BY SOURCES

	Actual 1964	Estimate 1965	Estimate 1966
Department of Agriculture:			
Experimental farm	$11,545	$10,000	$65,800
Sale of livestock	473	5,000	7,000
Other	3,325	3,300	3,300
Total	15,343	18,300	76,100
Department of Administrative Services:			
Income tax	883,273	715,000	1,525,000
Rents and leases	79,630	185,000	150,000
Interest on time savings deposits	42,041	98,000	40,000
Bus operation	38,427	36,000	18,000
Profit on sales	20,388	20,000	20,000
Bank dividends and other	2,504	5,000	5,000
Hotel	44,093	----------	[1]
Printshop	2,114	----------	3,000
Liquor store sales	----------	42,000	80,000
Total	1,112,470	1,101,000	1,841,000
Communications:			
Radiograms	40,514	54,000	58,000
Oversea telephone	12,817	1,500	25,000
Total	53,331	55,500	83,000
Department of Education: Miscellaneous	86	----------	----------
Department of Medical Services:			
Hospital care and nursing	30,733	40,000	31,000
Laundry service	3,389	5,000	3,500
Other	4,623	4,000	7,000
Total	38,745	49,000	41,500
Department of Public Works:			
Electricity	291,997	280,000	----------
Job orders, local	36,843	120,000	30,000
Water	21,670	20,000	25,000
Telephone, local	12,325	16,000	20,000
Marine railway	----------	5,000	5,000
Other	609	200	500
Total	363,444	441,200	80,500
Department of Port Administration:			
Import and export duties	642,152	566,000	600,000
Piers and docks	70,377	60,000	75,000
Customs and harbor charges	91,331	58,000	100,000
Airport tariffs and leases	8,355	----------	[2] 22,000
Harbor craft operations	10,233	8,000	12,000
Other	2,876	3,000	3,000
Total	825,324	695,000	812,000
Miscellaneous:			
Licenses and certificates	43,203	30,000	45,000
Travel permits	11,864	11,000	15,000
Court fees and fines	8,598	8,000	10,000
Other taxes and fees	6,008	7,000	7,000
Total	69,673	56,000	77,000
Grand total	2,478,330	2,416,000	3,011,100

[1] Hotel profit not programed in fiscal year 1966 as by that time a new commercial hotel will be in operation in American Samoa.

[2] Revenues are reflected net of direct cost estimated to operate the air terminal complex including leases as well as landing fees. Costs of fire protection, port security, customs, public health, and port authority supervision are budgeted under appropriate departments of the Government.

THE BANK OF AMERICAN SAMOA, PAGO PAGO, AMERICAN SAMOA

Statement of condition, June 30, 1964

RESOURCES

Cash on hand and in banks		$836,795.81
U.S. Government obligations		965,316.01
Time deposit in banks		6,855,748.00
Loans and discounts		1,099,389.57
Overdrafts		874.14
Bank furniture, equipment, and office improvement		29,712.89
Accrued interest receivable		104,481.06
Other resources		14,445.57
Total resources		9,906,763.05
Customers liability under letters of credit		81,868.86

LIABILITIES

Deposits:		
Commercial:		
Individual		838,477.48
Government		2,796,039.86
Savings and time:		
Individual		913,701.33
Government		4,200,000.00
Total deposits		8,748,218.67
Reserve for unearned discount		54,135.20
Interest payable		59,836.59
Other liabilities		41,693.05
Capital account		1,002,879.54
Capital stock	100,000.00	
Surplus	300,000.00	
Undivided profits	504,677.42	
Reserves for contingencies	98,202.12	
Total liabilities		9,906,763.05
Letters of credit		81,868.86

NOTE.—U.S. Government bonds of $160,000 par value pledged to secure U.S. Government deposits. The Bank of American Samoa is wholly owned by the government of American Samoa.

Summary of personal services, United States and Samoan employees

	Fiscal year 1964		Fiscal year 1965		Fiscal year 1966	
	Number	Amount	Number	Amount	Number	Amount
Health, education, and welfare:						
Samoan information	10	$9,059	10	$23,543	8	$23,673
Department of education	484	1,186,122	551	1,851,405	575	1,960,073
Medical services department	387	540,202	378	729,590	350	798,505
Public defender	2	4,738	2	5,257	2	5,945
Judicial expense	12	6,332	12	8,340	12	9,060
Public safety and legal affairs	120	122,379	126	183,553	132	213,755
Civil defense	3	6,289	3	4,247	3	4,297
Total, health, education, and welfare	1,018	1,875,121	1,082	2,805,935	1,082	3,015,308
Economic and industrial development:						
Agriculture department	49	120,495	70	137,432	88	177,434
Department of local Government	27	58,614	28	42,311	94	61,443
Office of tourism						
Total, economic and industrial development	76	179,109	98	179,743	182	238,877
Operations, maintenance, and transportation service:						
Communications	39	76,375	42	118,381	36	111,244
Public works department	305	439,913	394	717,735	397	759,527
Port administration department	61	86,710	73	132,569	76	137,607
Total, operations, maintenance, and transportation service	405	602,998	509	968,685	509	1,008,378
General administration:						
Audit office	6	13,268	4	17,387	5	18,841
Administrative services	114	205,849	103	255,671	114	286,534
Personnel	6	20,818	7	41,751	6	34,348
Total, general administration	126	239,935	114	314,809	125	339,723
Grand total	1,625	2,897,163	1,803	4,269,172	1,898	4,602,286

4. Canton Island Administration

Fiscal year 1965, $17,000; fiscal year 1966, $17,000; no change.

The estimate for this activity is the same as for 1965. Expenditures are distributed, as follows:

Personnel compensation and benefits	$11,810
Contractual services and supplies	4,190
Equipment	1,000
Total estimate	17,000

5. General Administration

Fiscal year 1965, $372,000; fiscal year 1966, $377,000; increase, $5,000.

An increase of $5,000 is required to provide for the administration of the greatly accelerated and expanded program for the territories. Significant departmental oversight services are required for participation in the typhoon reconstruction program arising out of the Guam Rehabilitation Act (Public Law 88–170). Similarly new and enlarged community and development programs called for by the U.S. Survey Mission to the Trust Territory of the Pacific Islands will require even more facilitating services from the Office of Territories. The total programs in all of the territories will require funds totaling approximately $39.1 million in fiscal 1966.

Estimated expenditures for this activity are distributed as follows:

Personnel compensation and benefits	$338,637
Contractual services and supplies	36,363
Equipment	2,000
Total estimate	377,000

6. Servicing Alaska Public Works Loans

Fiscal year 1965, 0; fiscal year 1966, $18,000; increase, $18,000.

The estimate of $18,000 for the budget year will enable the Secretary of the Interior to carry out the functions authorized by Public Law 88-229, approved December 23, 1963, with respect to claims held by him under the Alaska Public Works Act. Pursuant to the provisions of that public law, the Secretary has delegated his authority to consider and settle relief claims to the Administrator of the Housing and Home Finance Agency, which has particular expertise in connection with such matters. Assuming the availability of the necessary funds, the Secretary will enter into an agreement providing for the reimbursement of HHFA for all costs connected with the discharge of the functions delegated to it.

Itemization of Estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$12,922,656	$25,345,000	$14,579,000	−$10,766,000
Unobligated balance lapsing	77,344			
Appropriation	13,000,000	25,345,000	14,579,000	−10,766,000
Obligations by objects:				
11 Personnel compensation	724,360	893,300	904,974	+11,674
12 Personnel benefits	47,382	56,775	58,048	+1,273
21 Travel and transportation of persons	47,034	67,670	65,050	−2,620
22 Transportation of things	3,596	7,789	8,175	+386
23 Rent, communications, and utilities	27,105	21,225	22,250	+1,025
24 Printing and reproduction	13,824	13,300	10,800	−2,500
25 Other services	19,112	11,500	35,583	+24,083
26 Supplies and materials	23,257	13,830	13,020	−810
31 Equipment	14,986	10,800	9,100	−1,700
33 Investments and loans		10,920,000	5,902,500	−5,017,500
41 Grants, subsidies, and contributions	12,002,000	13,328,811	7,549,500	−5,779,311
Total, obligations	12,922,656	25,345,000	14,579,000	−10,766,00

Summary of Prepared Statement

Senator Bible. Now, Mrs. Van Cleve, you may proceed with your justification of this estimate, placing your statement in the record if you desire and highlighting it for the committee.

Mrs. Van Cleve. I would be very glad to do that.

(The statement referred to follows:)

Statement of Mrs. Ruth G. Van Cleve, Director, Office of Territories

Mr. Chairman and members of the committee, I appreciate the opportunity to appear before you to discuss the budgetary needs for the administration of our territories and the trust territory. I should like to present for your consideration, Mr. Chairman, our estimates of the sums required to discharge the responsibilities of the Office of Territories for the fiscal year 1966.

The estimate of $31,923,000 for 1966 for our territories and the trust territory represents a net decrease of $10,922,000 under the present adjusted appropriations for our activities for the current fiscal year.

Under the heading "Administration of territories," we seek $14,579,000, an amount which is $10,766,000 less than the adjusted appropriation for 1965. The 1966 estimate provides funds for Guam to continue the rehabilitation program started in the current fiscal year; funds for American Samoa, where we will continue to emphasize expanded programs in education, public health, and communications; and funds for territorial support activities, such as the immediate offices of the Governors, the Virgin Islands comptroller, and the Office of Territories.

With respect to the Trust Territory of the Pacific Islands the estimate of $17,344,000 is $156,000 less than the present adjusted appropriation for 1965. The 1966 program includes $3,340,000 to finance the cost of the construction pro-

gram. Of this amount, $655,000 is for the education program; $950,000 for a new hospital at Ponape; $350,000 for roads; $300,000 for the Ponape airfield; and $1,085,000 for power and water, communications, and other facilities. Other significant amounts are $3,765,500 for educational services, $2,367,500 for medical services, $1,350,000 for resources management and development activities, and $4,090,000 for operations, maintenance, transportation, and communications services.

Virgin Islands Corporation: Funds are not being requested for the Virgin Islands Corporation in 1966.

Mr. Chairman and members of the committee, with me here today are certain of our territorial officials and members of my office staff who will furnish any detailed information the committee may desire regarding our territorial budgetary programs for 1966.

Thank you.

Mrs. VAN CLEVE. By way of a summary of the prepared statement, which will be in the record, I might note that, as you observed, we come before you with a request this year for the administration of territories which is substantially less than that which we sought last year.

Last year we obtained roughly $10 million more. This is accounted for by the fact that there were included in last year's appropriations Guam rehabilitation funds relating to 2 years. There is also a diminution in our current request for grants for American Samoa.

The sum of $14.5 million covers grants for Guam rehabilitation, loans for Guam rehabilitation, grants for American Samoa, and appropriations for miscellaneous purposes, chief of which is the administration of territories in Washington. In a separate paragraph in our request, there appears the sum of $17,344,000 which we seek for the Trust Territory of the Pacific.

This is slightly under the amount which we are seeking this year. Last year we obtained $17.5 million. That is the maximum permitted by substantive law.

VIRGIN ISLANDS CORPORATION

We seek neither funds nor new program authority for the Virgin Islands Corporation. The Virgin Islands Corporation is in the process of liquidating its affairs and we expect that in the next 14 months it will go entirely out of business.

That, Mr. Chairman, is a very quick summary of the general posture in which we appear before you. We have representatives here from all of the affected areas, the Governors of Samoa and Guam and the High Commissioner of the Trust Territory.

The Virgin Islands is not represented inasmuch as it is, for all practical purposes, self-sustaining.

Senator BIBLE. You do have Mr. Kirwan here, don't you?

Mrs. VAN CLEVE. Yes. He is here, and he will respond to any Virgin Islands questions that might arise.

GUAM REHABILITATION PROGRAM

Senator BIBLE. I note that $9,657,000 is requested for continuation of the Guam rehabilitation program under Public Law 88–170. Would you please describe briefly the construction proposed for fiscal year 1966?

Mrs. VAN CLEVE. If I might, I would like to invite Governor Guerrero and his assistant, Mr. George Ingling, to come forward.

Senator BIBLE. Governor, it is good to see you again.

Governor GUERRERO. Thank you.

THE 1966 CONSTRUCTION PROGRAM

Senator BIBLE. Would you please briefly describe the construction which you propose under the Guam rehabilitation program for this next fiscal year.

Governor GUERRERO. The amount that we are requesting of $9,657,000 is a continuation of the rehabilitation program that we have initiated and the Congress was very sympathetic in granting us about $19 million last year. This will involve an additional college building, village development projects, urban renewal, in addition to a juvenile institution addition, sewer system, commercial port first increment, power substation, waterlines, and telephone.

Senator BIBLE. Do you have a prepared statement, Governor?

Governor GUERRERO. Yes, sir.

Senator BIBLE. If you do, that can be incorporated in full in the record at this point.

(The statement referred to follows:)

STATEMENT OF MANUEL F. L. GUERRERO, GOVERNOR OF GUAM

Mr. Chairman and members of the committee, it is a privilege to appear before you, to report what has been done on Guam under programs established by the Congress, and to ask your consideration of our further requests for rehabilitation project funds.

With me today is Mr. George Ingling, who has served the government of Guam for 9 years, as tax commissioner, director of finance, and now as assistant secretary on the Governor's staff with the major responsibility of coordinating the rehabilitaion work. He will assist me in answering your questions.

I would like first to recall the events that led to Guam's present position before this committee.

Guam was still rebuilding from the devastation of World War II when it was struck by the crushing winds of Typhoon Karen in November 1962. The brief but awesome violence of that storm left, once more, an island of wreckage. Guam moved immediately for disaster aid under the Office of Emergency Planning. But it was clear that what needed doing on Guam was far too vast to be a matter of purely OEP consideration.

Thus Guam's representatives and the Department of the Interior came before Congress with a dual appeal. We asked for a rehabilitation program that would not only restore our services and facilities, but would give Guam a firm base to build on for the future. We asked not just for the means to put Guam back on its feet, but for the tools that would put Guam on a course to sound economic and social health.

Our appeal was understood and answered. Congress authorized some $45 million for Guam rehabilitation; it appropriated $19 million for a variety of projects in fiscal 1965.

The table below shows the obligation of those funds:

	Appropriated, fiscal year 1965	Obligated as of Jan. 31, 1965
Education	$8,281,000	$7,475,758
Village development	1,780,000	295,860
Public works	5,049,000	1,916,087
Resources development	1,050,000	77,500
Utilities	2,840,000	2,159,900
Total	19,000,000	11,925,105

The appropriations covered the building of 10 schools. Eight of those had been destroyed by Typhoon Karen. All this construction is underway. Reconstruction has also started on public facilities which were destroyed or badly damaged by the typhoon. These include the penitentiary, public works facilities, public utilities facilities, a procurement and supply warehouse, and a juvenile home. As you know, this reconstruction is partially financed by funds received under the Federal disaster law, which Congress generously extended to Guam.

The public works department of the government of Guam has begun construction of a new college library and classroom building, and is carrying on conversion of the Tumon Junior-Senior High School into a full-scale high school. Guam's public utility agency is drilling wells which will relieve the water shortage at Dededo and Tumon, and is working on the sewer system for Dededo.

Remaining construction projects under the 1965 appropriation include:

A new air terminal; bids have been solicited and this contract should be awarded by March 19.

A new central sewer system; this is a $3 million project; engineers are now completing plans, and we expect to award a contract for construction in June.

A new headquarters building for the department of education; exterior construction is almost complete.

A new powerplant generator at Piti; this project cost about $2 million; the plant will be in operation within the next 3 months.

Village development; planners have almost completed work on Yona and Sinajana; we are now negotiating for land for expansion of Asan Village.

In short, we expect to obligate all the $19 million appropriation by the end of this fiscal year. The projects involved are most important to Guam's ability to serve her people, especially in education, where we must maintain mainland standards if we are to provide a proper curriculum for the high number of military dependents in addition to the children of our permanent population. But there is still pressing need, and we are looking forward to the continuation of the rehabilitation and capital improvement program in fiscal 1966.

Our request, as you know, is for $9,657,000. Though the earlier appropriation allowed us to get almost all our school and public facilities underway, we still seriously need another classroom building for the college, and another dormitory for the juvenile home. Outside such specific projects, we feel we must concentrate now on resources development and village development, so that Guam can not only catch up, but keep up.

The largest request—$4,800,000—is for the first of two increments for a new commercial port, at a total cost of $9,100,000. Our present commercial port is physically part of a military port, and is used by the government of Guam subject to military needs. The port is on inner Apra Harbor, and there is no room to expand there. Private line vessels must pass through restricted military areas. These factors severely limit development of a facility that is vitally important to Guam. A new port, and the air terminal soon to be built, I regard as basic to further economic development.

The other large request—$3,138,000—is for village development of Yona, Sinajana, and Agana, involving urban renewal for Yona and Sinajana villages. These villages were particularly hard hit by Typhoon Karen. Reconstruction planning that makes the best possible use of land, coordinating residential areas with social and commercial services, has the support of the villagers and the leaders of Guam.

That is a brief review of our fiscal 1965 rehabilitation projects and the major projects requested for fiscal 1966. As you are aware, continuing water, power, and sewer development is planned for succeeding years.

The government of Guam has done its best to get this program underway quickly and to keep it moving efficiently, according to the intent of Congress. We have had invaluable assistance from the Department of the Interior. The Navy has aided us very effectively in much of the reconstruction work.

And I would like here to express our deep appreciation to the Office of Emergency Planning for its substantial support in a time of dire need.

Already the beneficial effects of rehabilitation are obvious. Needed buildings are rising; and, in addition, the program has provided a catalyst for private development and it has helped create a new spirit—a conviction that Guam has a promising future as a member of America's family of States and territories, and an eagerness to develop the human and material resources needed to realize that promise.

An underwater cable now links Guam with Honolulu, Japan, and the Philippines, and a cable tie to Australia, Hong Kong, and Singapore is underway.

A private bank is expanding its facilities on Guam, and is now distributing a printed study setting out Guam's economic potential.

The scheduled airline serving Guam announced just a few weeks ago two new cargo flights per week from the mainland; two other airlines have recently proposed cargo or passenger service to Guam.

Private construction of residential and business facilities has remained high. One large-scale homebuilder has completed more than 160 houses and is continuing to build at the rate of a house a day. Building permits were issued for better than $9.7 million of construction in calendar 1964, and private construction is expected to continue strong this year.

Our farmers are slowly redeveloping commercial agriculture, and the recent passage of the Guam Agricultural Act will help them by providing technical assistance. We have completed plans for a permanent wholesale marketing center to replace a temporary facility. We are in the process of hiring a full-time marketing specialist, and we have asked the Guam Legislature for funds to build a new retail farmers' market and refrigeration facilities. Local production must be sharply increased if we are to reduce significantly the import of foodstuffs upon which both military and civilian populations now depend.

As Guam seeks to build its commerce, it also seeks to build a skilled work force. An apprenticeship program has been developed, through cooperation between the government and local contractors. Two training courses under the Manpower Development and Training Act have been established. While a new trade and technical school is being built, other courses are continuing in temporary facilities, and attendance is steadily increasing.

In conclusion, let me point out that the U.S. Congress, by two acts of vast importance, has shaped the evolution of Guam as an American territory. The first was the Organic Act of 1950, which started Guam on the way to political maturity. The second was the Rehabilitation Act of 1963, which has started Guam on a path of economic growth.

There will be no overnight miracle. But I do firmly believe that, through your aid, a promising beginning has been made toward a future in which individual initiative and private enterprise will substantially decrease the dependence on the military. Leaders in Guam—private citizens, legislators, businessmen alike—realize that the impetus rehabilitation has provided cannot be allowed to dissipate.

Thank you.

Senator BIBLE. How far along will this $9,657,000 take you in completing the proposed rehabilitation?

Governor GUERRERO. This will take us to more than 50 percent of the rehabilitation work. As you are well aware, Mr. Chairman, there was $45 million authorized. The amount earlier appropriated plus the present request will make about a $28 million total program.

Senator BIBLE. To what extent have the funds which were provided for Guam rehabilitation in fiscal year 1965 actually been obligated?

Governor GUERRERO. Of the $19 million, I would like to report that by the end of this fiscal year we expect to entirely obligate the total amount. Already we have $11,925,000 obligated as of January 31, 1965. When I say obligated, contracts awarded and work being started already, is what I mean.

COLLEGE OF GUAM

Senator BIBLE. In the coming fiscal year you are requesting funds for another classroom building at the College of Guam. Will this classroom provide sufficient space to take care of the expected expansion of student enrollment?

Governor GUERRERO. Yes, sir. This new classroom building will provide us with adequate space for our projected new enrollment.

Senator BIBLE. How many attend the College of Guam now?

Governor GUERRERO. At the present time we have full-time students of about 450 and we are expecting in the next school year about 700.

POPULATION

Senator BIBLE. How many Guamanians do you have at the present time?

Governor GUERRERO. The local population is about 35,000, sir.

Senator BIBLE. How many Navy do you have there?

Governor GUERRERO. According to the last census, about 25,000.

Senator BIBLE. So that makes a total population of 60,000? Are there others there?

Governor GUERRERO. There are others there like your alien workers and other people who are working both for the Federal Government and the business community. Actually there are about 70,000 people.

Senator BIBLE. A total of 70,000?

Governor GUERRERO. Yes, sir.

SCHOOL CHILDREN POPULATION

Senator BIBLE. How many school children do you have?

Governor GUERRERO. We have about 16,000 schoolchildren in the elementary area and secondary schools in the public school and about 6,000 in private schools, too.

Senator BIBLE. A total of 22,000?

Governor GUERRERO. Yes, sir.

Senator BIBLE. Going from kindergarten through high school?

Governor GUERRERO. Yes, sir.

Senator BIBLE. Do you have sufficient funds to meet your school needs?

Governor GUERRERO. Last year Congress was very sympathetic and it provided us with an appropriation to build our facilities. These funds will give us some relief. Of course, we have no control over our population explosion and the transfer of people to Guam.

This is also facing us annually—an addition of 400 to 500 schoolchildren that we do not sometimes anticipate. We have no control over that.

SOURCES OF INCOME

Senator BIBLE. What do you rely on for producing income in Guam?

Governor GUERRERO. We have our regular tax program and we at the present time are trying to institute some economic programs. We hope to see Guam develop and maybe not entirely replace Federal appropriations out there but to supplement through earnings.

Senator BIBLE. Could you supplement that because I think you testified generally the same way a year ago.

TOURISM

Governor GUERRERO. We are trying to develop Guam as a tourist place. We are hoping that people from the Far East might visit us

and spend some of their money. We are very close to Japan, the Philippines, Australia, and already Guam is now developing as communication center in that area.

We have the underwater communication from Japan tied to Guam, the underwater cable from the Philippines tied to Guam, and Australia has now applied and I understand this has been approved. This is one area of trying to provide an adequate facility so that Guam can play a role in the development of the area of the Pacific.

Senator BIBLE. How many tourists do you have come into Guam in a year? How many did you have in 1964?

Governor GUERRERO. So far I think it is less than 5,000 and we are expecting by March 29 an Australian ship docking there that will be carrying about 1,500 passengers for 1 day. We have no hotels adequate to house people traveling to Guam at the present time. We have motels and some small hotels.

Senator BIBLE. Are you receiving any encouragement on your drive for industry? Has anybody actually come from the Far East or from Japan and started a factory or any business in Guam?

Governor GUERRERO. There has been some interest shown but it is a very difficult thing, Mr. Chairman, to get people to come out there and invest their money. Just very recently, the Bank of America has completed a study of Guam potentials on their own and this little booklet that they have done at their own expense, I think, will help us.

But, the only other big company that has come out there very recently has been the Kaiser people who are building low-cost housing. There are many contractors who are connected with the rehabilitation work and military projects. There are some inquiries by some air transport people to come out there and touch on Guam.

But, it has been very slow and very difficult. There has been some interest shown but not really buying it.

GROWTH OF GUAM

Senator BIBLE. Where does the future of Guam lie? In tourism?

Governor GUERRERO. Yes; and maybe as a transshipping center to the other Pacific island areas and also as a communication hub for that area with the United States.

Senator BIBLE. You say there were 5,000 tourists roughly in 1964. How does that compare with the preceding years?

Governor GUERRERO. Practically until 1962, there were none, sir, because Guam was an area which was not very accessible to the outside.

Senator BIBLE. So you do have an increase in the number of tourists visiting Guam?

Governor GUERRERO. Yes.

Senator BIBLE. The Senator from Alaska.

Senator BARTLETT. I want to pursue this line of inquiry a bit more. I think it is very interesting. How far is it from Guam to Japan?

Governor GUERRERO. 1,300 miles.

Senator BARTLETT. To the Philippines?

Governor GUERRERO. About the same.

Senator BARTLETT. How much does it cost to fly from the west coast of the United States to Guam?

Governor GUERRERO. This round trip is costing the government about $1,500 to Washington.

Senator BARTLETT. How much would it cost a tourist who wanted to go economy fare over and back?

Governor GUERRERO. I think about $700, sir.

TOURIST ACCOMMODATIONS

Senator BARTLETT. How many people can you take care of in these motels and hotels to which you referred?

Governor GUERRERO. There are at least, I would say, about 100 rooms available on the island at any time.

Senator BARTLETT. Do you have any fishing there?

Governor GUERRERO. No, sir. There has not been developed a deep-sea fishing industry there.

Senator BARTLETT. No packing plants?

Governor GUERRERO. No, sir.

Senator BARTLETT. Are there assumed to be any fish in the surrounding waters?

Governor GUERRERO. We have not made a very thorough study of the areas around Guam but there is some sport fishing and some people have mentioned that.

Senator BARTLETT. Any prospect for tuna?

Governor GUERRERO. No; they say something about skipjack as a prospect out there.

AVERAGE PER CAPITA INCOME

Senator BARTLETT. What is the average annual income of the Guamanians, Mr. Governor?

Governor GUERRERO. According to the census of 1960, it is about $4,500 for a family unit of 5.6. This is, of course, including the military.

Senator BARTLETT. Divorce the military from the calculations and what figure do we have?

Governor GUERRERO. I would cut that to about $500.

Senator BARTLETT. Per person?

Governor GUERRERO. Yes.

Senator BARTLETT. How does that compare with the Philippines, for example?

Governor GUERRERO. I think we are much higher.

Senator BARTLETT. Is this increasing as the years go by?

Governor GUERRERO. Yes, sir.

Senator BARTLETT. Thank you very much, Governor.

I have no further questions.

Senator BIBLE. I am advised that the speaker of the Guam Legislature is here. I am certainly happy to recognize him for any type of a statement that he might like to make and I think this is the proper time to hear from him.

EIGHTH GUAM LEGISLATURE

STATEMENT OF CARLOS P. TAITANO, SPEAKER

GENERAL STATEMENT AND JUSTIFICATION

Mr. TAITANO. I want to apologize for my throat. There seems to be a difference in temperature between Guam and here.

My name is Carlos P. Taitano, speaker of the Guam Legislature. I am here in support of the Governor.

Senator BIBLE. Have you changed speakers over in the Guam Legislature?

Mr. TAITANO. Yes. My party took over control last year.

Senator BIBLE. The former speaker was Won Pat, wasn't he?

Mr. TAITANO. Yes.

Senator BIBLE. We will put your statement in the record in full and why don't you just briefly highlight it.

(The statement referred to follows:)

THE GUAM REHABILITATION LAW

Mr. Chairman and members of the subcommittee, I am Carlos P. Taitano, speaker of the Eighth Guam Legislature. Our bipartisan, unicameral, territorial legislature is comprised of 21 members elected at large by the people of Guam. As speaker of the Guam Legislature I am the highest elected official of our territorial government.

I have the pleasure of appearing before you today in support of requests for appropriations submitted under the authority of Public Law 88-170, November 4, 1963, known as the Guam rehabilitation law. A former speaker of the Guam Legisalture previously appeared before this subcommittee and reported the concurrence of the Guam Legislature to certain appropriations under the law. It is now my privilege to appear before you to further support this legislation which is so vital to Guam and its people.

The Guam rehabilitation bill authorizes certain appropriations upon the request of the Governor of Guam with the concurrence of the legislature and the approval of the Secretary of the Interior. The Governor of Guam has submitted requests for appropriations for construction and modernization of educational facilities, public works, utilities, resources development, and village development projects.

The programs contemplated by these appropriations have been carefully considered and are recommended by the Eighth Guam Legislature. Resolutions Nos. 31 and 32, Eighth Guam Legislature, 1965 (First) regular session, officially express the requisite concurrence of the legislatnre to the Governor's request. Copies of these resolutions are offered herewith as part of my testimony.

I wish to thank you for your considerate attention, both on my behalf and that of the people of Guam. We urge your early consideration and support of this vital assistance.

Thank you.

RESOLUTIONS FROM GUAM LEGISLATURE

Mr. TAITANO. The law requires that the Governor make the request and we concur. I have here two resolutions concurring with the Governor's request.

Senator BIBLE. Copies of the resolutions will be made part of the record in full.

(The resolutions referred to follow:)

EIGHTH GUAM LEGISLATURE

1965 (FIRST) REGULAR SESSION

Resolution No. 31—Introduced by Committee on Rules by request of the Governor in accordance with section 6(b) of the Organic Act of Guam, relative to expressing concurrence of the Guam Legislature in requests for funds appropriated for Guam capital improvement and rehabilitation projects pursuant to Public Law 88-170

Be it resolved by the legislature of the territory of Guam:

Whereas section 2 of Public Law 170, 88th Congress, an act to provide for the rehabilitation of Guam, and for other purposes, authorized appropriations to the Secretary of the Interior for purposes of the act, to be paid in such sums as requested by the Governor of Guam with the concurrence of the legislature of Guam and approved by the Secretary of the Interior; and

Whereas funds in the amount of $19 million have been appropriated to the Secretary of the Interior by the U.S. Congress for various Guam projects under Public Law 356, 88th Congress, of which $2,393,536.20 has previously been requested by the Governor according to law, $200,000 for an economic development plan is to be retained by the Secretary, and the balance of $16,406,463.80 can now be paid to Guam upon request of the Governor and the concurrence of the legislature; and

Whereas the Governor and the legislature have developed a schedule of projects based upon availability of funds and project priority, which schedule is attached hereto and incorporated herein: Now, therefore, be it

Resolved, That the Eighth Guam Legislature does hereby concur with the request of the Governor of Guam for payment of the balance of funds appropriated for purposes of the rehabilitation of Guam, in amounts and for the projects detailed in the attached exhibit, and does further authorize the speaker of the legislature to execute on behalf of the legislature such documents relative thereto as may be required; and be it further

Resolved, That in the event changing costs or other developments not now foreseen make necessary further adjustments in said schedule of projects and/or amounts at a time when the legislature is not in session, the committee on finance and taxation is authorized to act for the legislature in approving the same; and be it further

Resolved, That the speaker certify to and the legislative secretary attest the adoption hereof and the same be thereafter transmitted to the Governor of Guam.

Duly adopted on the eighth day of February 1965.

CARLOS P. TAITANO, *Speaker*.
ANTONIO S. N. DUENAS, *Legislative Secretary*.

Projects	Allotment	Withdrawal request	Balance
Educational facilities:			
George Washington Senior High	$1,742,000	$57,944.62	$1,684,055.38
George Washington Junior High	1,536,000	35,261.51	1,500,738.49
Barrigada Elementary	314,400	7,881.15	306,518.85
Chalan Pago Elementary	351,000	6,668.66	344,331.34
Talofofo Elementary	264,000	11,174.17	252,825.83
Tumon Junior-Senior High conversion	225,000	27,200.00	197,800.00
Tamuning-Dededo Junior High	1,536,000	35,261.51	1,500,738.49
Agat-Santa Rita Elementary	455,000	11,461.43	443,538.57
Dededo Elementary	244,000	8,487.39	235,512.61
Merizo Elementary	165,000	4,546.82	160,453.18
Trade and Technical	432,600	13,591.95	419,008.05
Education administration building	76,000	13,075.97	62,924.03
College library	505,000	17,476.50	487,523.50
College classroom	435,000	17,577.31	417,422.69
Village development:			
Yona	616,000	0	616,000.00
Sinajana	1,024,000	0	1,024,000.00
Asan	140,000	0	140,000.00
Public works:			
Public works building	382,900	75,931.84	306,968.16
PUAG buildings	185,600	6,620.32	178,979.68
P. & S. warehouse	481,500	18,374.12	463,125.88
Penitentiary	169,000	35,263.73	133,736.27
Juvenile home	152,400	28,109.94	124,290.06
Sewer plans (part)	220,000	35,529.00	184,471.00
Sewer system:			
Central	3,167,600	58,334.24	3,109,265.76
Dededo (part)	290,000	60,176.08	229,823.92
Resources development: Air terminal	850,000	65,389.26	784,610.74
Water:			
Dededo wells	375,000	27,840.00	347,160.00
Tumon wells, etc	405,000	0	405,000.00
Master plan	60,000	25,575.68	34,424.32
Power: Contribution to Piti plants	2,000,000	1,688,783.00	311,217.00
Total	18,800,000	2,393,536.20	16,406,463.80

EIGHTH GUAM LEGISLATURE

1965 (FIRST) REGULAR SESSION

Resolution No. 32—Introduced by Committee on Rules by request of the Governor in accordance with section 6(b) of the Organic Act of Guam, relative to expressing the concurrence of the Guam Legislature in the request of the Governor of Guam for appropriation by the U.S. Congress, pursuant to the provisions of Public Law 170, 88th Congress

Be it resolved by the legislature of the territory of Guam:

Whereas section 2 of Public Law 170, 88th Congress, an act to provide for the rehabilitation of Guam, and for other purposes, provides for concurrence of the legislature with requests of the Governor for funds authorized by said act; and

Whereas the Governor has submitted to the legislature a list of projects and the estimated cost thereof, for which appropriation requests for fiscal year 1966 must be made to the Congress; and

Whereas the legislature has had the opportunity to examine such budget requests and finds that certain of said requests are those that now should be made to the Congress: Now, therefore, be it

Resolved, That the Eighth Guam Legislature does hereby, on behalf of the people of Guam, concur with certain of the requests for appropriation under Public Law 170, 88th Congress, to be made by the Governor of Guam, such requests being listed in the exhibit annexed hereto; and be it further

Resolved, That the speaker certify to and the legislative secretary attest the adoption hereof and that the same be thereafter transmitted to the Governor of Guam.

Duly adopted on the eighth day of February 1965.

CARLOS P. TAITANO, *Speaker.*
ANTONIO S. N. DUENAS, *Legislative Secretary.*

GUAM REHABILITATION LAW—PUBLIC LAW 88-170

1966 projects

College classroom building	$625,000
1 2-story concrete and hollow tile building of 25,000 square feet to increase classrooms to needed 51 for expected 850 full-time and 1,400 part-time students for 1966-67 school year.	
Village development:	
Yona	277,000
To supplement funds for development of contiguous subdivision.	
Sinajana	996,000
To provide funds for development of contiguous subdivision.	
Agana	550,000
To provide a fund to start elimination of fractional lot problem in Agana.	
Urban renewal:	
Yona	394,000
To provide Guam share of urban renewal project.	
Sinajana	921,000
To provide Guam share of urban renewal project.	
Juvenile home	83,000
To provide additional dormitory of 3,960 square feet to accommodate 20 detainees.	
Sewer system: Yona	528,000
To provide sewer system for both old village and new area.	
Commercial port (1st increment)	4,800,000
To provide plans and specifications for new commercial port and funds for 1st increment covering wharf structure, storm drainage, and necessary dredging. Total project to cost $9,100,000.	
Utilities: waterline replacement	236,000
To replace deteriorated and leaking water pipes in Tamuning, Agana Heghts, and Old Agat so as to conserve water supply.	
Telephone exchange	72,000
To provide needed phone lines for Mangilao and following construction of new George Washington High School, trade and technical school, college faculty houses, etc.	
Power substation	175,000
To provide facilities to reduce Navy's 34,000-volt lines in Mongmong to 13,800 volts and enable use of additional power available after new generators are available.	
Total	9,657,000

SUBMISSION OF STATEMENT

Mr. TAITANO. I also have another prepared statement.

Senator BIBLE. That may be made a part of the record.

(The statement referred to follows:)

CAPITAL IMPROVEMENT ITEMS

I would like to call the attention of the committee to three capital improvement items for Guam that were originally proposed but are not included in the budget presentation. These are:

Development of community pasture and forage	$123,000
Agriculture beef and poultry processing plant	120,000
Development of Merizo Harbor	100,000

The pasture and forage and the processing plant represent a start toward partial economic independence for Guam by utilizing local beef and poultry and reducing imports of such products. The harbor development would aid fishermen and the tourist potential in fishing.

The addition of these items would raise the appropriation for Guam items to $10 million. I respectfully urge the committee to approve the additional amounts.

MERIZO BOAT HARBOR

Mr. TAITANO. There is one other item in the budget request which was deleted by the Budget Bureau here in Washington. I am glad that the committee is thinking about the development of the economy of Guam. Here there is a matter of $100,000 that was deleted which is for a boat basin in Merizo.

This is for the needs of the fishermen. At the present time we have very little fishing.

Senator BIBLE. The amount of that item was what?

Mr. TAITANO. $100,000.

Senator BIBLE. This item is to do what?

Mr. TAITANO. To develop our boat basin on the southern part of Guam for the needs of the fishermen.

Senator BIBLE. The Legislature of Guam recommended this, is that right?

Mr. TAITANO. This was the initial program and I believe the Budget Bureau here reduced it.

Senator BIBLE. By eliminating it?

COMMUNITY PASTURE AND FORAGE

Mr. TAITANO. Yes. From the $10 million request. The other one is for $123,000 for a community pasture and forage. At the present time we have something like 3 million pounds of beef from Australia and New Zealand a year and nothing from the island.

Senator BIBLE. You bring your cattle from Australia and New Zealand?

Mr. TAITANO. Prepared beef for consumption. Under this program we will bring the best herd to Guam to develop our own.

Senator BIBLE. You don't have any cattle on Guam?

Mr. TAITANO. Very little, sir, and very little beef consumption. This we think will help along those lines.

Senator BIBLE. On that second item you are asking for how much money?

Mr. TAITANO. $123,000.

Senator BIBLE. What would you do with that?

COMMUNITY PASTURE AND FORAGE

Mr. TAITANO. Develop a community pasture and forage, bring in some herds and encourage the production of local beef.

Senator BIBLE. How would you propose doing that? Would this be a government project?

Mr. TAITANO. It is a government project.

Senator BIBLE. You would buy some land, cultivate it?

Mr. TAITANO. We have government land to use for this project. We will bring in the herd and encourage local beef production.

Senator BIBLE. What would you spend the $123,000 for, buying cattle?

Mr. TAITANO. Yes, and bringing it to Guam and building the necessary equipment.

Senator BIBLE. Then who would own the cattle?

Mr. TAITANO. The government. This will be part of the government program to encourage beef production locally. You see, sir, for a long time Guam has been developed as a military base and the economic side of the island has been neglected. And even Americans, themselves, could not come to Guam up to 1961–62 without the Navy's permission.

So, the legislature is trying to develop our economy so that in the event the military pulls out we will be able to support our government. We think that anything that concerns the development of local economy is No. 1 now more than anything else.

Senator BIBLE. You don't have any cattle at all on Guam?

Mr. TAITANO. Yes, there are, I think, four cattlemen, but very few.

Senator BIBLE. Do you know how many cattle there would be on Guam?

Mr. TAITANO. I think 5,000 cattle altogether.

Senator BIBLE. What do you envision doing on this? Instead of having 5,000 cattle, how many would you have?

Mr. TAITANO. I don't know.

Mr. INGLING. 400 cows under this program plus 15 bulls out of which we would get about 70 percent in calves. We would produce probably 5 percent of the total consumption through this means and thus encourage local farmers in seeing how it can be done to increase their own herds.

This pastureland would be used not only by the government but by outside farmers who would, for a rental fee, pasture their cattle on this land and gradually the government would sell cattle to the local farmers out of this herd that they would develop and encourage them thus to produce more cattle.

AGRICULTURAL COURSES IN COLLEGE OF GUAM

Senator BIBLE. Couldn't you do this within your college at Guam? Do you have a department of agriculture in the College of Guam?

Mr. INGLING. No, sir, not yet. We have a department of agriculture in the government and some agriculture courses. But not as a major program as you would have in a local school.

Senator BIBLE. This seems to me to be something similar to maybe what our college of agriculture does at Davis, for example, which is connected with the University of California. This would be done by Guam itself?

Mr. INGLING. Yes, sir.

Senator BIBLE. Is that a new project?

Mr. INGLING. This is a new project, sir. We have found in some areas the government has to take the initiative and then private industry we hope will take over. But leaving it to private industry, the results are very poor.

Senator BIBLE. Do you have enough people on Guam to make this a worthwhile industry?

BEEF IMPORTATION

Mr. INGLING. Currently there are about 3 million pounds of beef imported annually. And the consumption is relatively large. If part of that can be diverted locally, the money stays on the island for circulation instead of going off the island. Our feeling is that the government has to take the initiative to try to encourage the local people to increase this part of the island's industry.

SLAUGHTERHOUSE AND POULTRY-PROCESSING PLANT

Senator BIBLE. Thank you very much, as to the second item. I think you said you had a third one.

Mr. TAITANO. It is for a slaughterhouse and a poultry-processing plant for $120,000 to encourage, again, production locally.

Senator BIBLE. This would be operated by the government of Guam?

Mr. TAITANO. Yes.

Senator BIBLE. But for local usage?

Mr. TAITANO. Yes.

Senator BIBLE. The theory is if you can do this locally and within Guam you can keep that much money there rather than sending it to Australia or to New Zealand?

Mr. TAITANO. That is right.

Senator BIBLE. You may proceed.

Mr. TAITANO. I also would like to submit these supporting documents.

Senator BIBLE. They will all be made a part of the record.

(The information referred to follows:)

COMMUNITY PASTURE AND FORAGE

This project ($123,000) is designed to produce beef to reduce the importation of meat into Guam. It is coupled with a livestock slaughter and poultry processing plant covered under a separate project.

The present meat demand on Guam is 2,900,000 pounds, about 80 percent of which is imported. The program will require the utilization of 1,200 acres of pastureland for 400 cows at 3 acres per cow and 15 bulls, all to be purchased, and 800 acres to pasture steers and heifers after weaning and premarketing at 1½ acres per animal. It will supplement the few local cattle raisers and encourage other local individuals to engage in this business.

This program is estimated to produce 145,000 pounds of beef annually or 5 percent of the total annual demand for beef in Guam. It will represent a start toward independence from off-island supply and can lead to supplying 40 percent of the annual demand.

The cost of the project is outlined below:

Fencing		$36,889
Perimeter fenceposts, 2,860 at $1.30	$3,484	
Cross fenceposts, 2,050, at $1.30	2,665	
71,250 feet of barbed wire, 216 rods, at $8	1,728	
Total material	7,877	
Labor for fence construction, at 40 cents a foot	28,512	
Equipment rental	500	
Total	36,889	
Corral		3,267
Iron pipe, 3,642 feet, 2 inches, at 49 cents a foot	1,774.80	
Cement, sand, and crushed rock	200.00	
Labor	1,092.20	
Equipment rental	200.00	
Total	3,267.00	
Pasture renovation		7,375
Fertilizer	6,375	
Seedlings	1,000	
Total	7,375	
Equipment	16,550	16,550
Utilities	2,250	2,250
Cowherd		55,000
400 cows, at $100	40,000	
15 bulls, at $1,000	15,000	
Total	55,000	
Miscellaneous	1,669	1,669
Total		123,000

LIVESTOCK SLAUGHTER AND POULTRY PROCESSING PLANT

This project ($120,000) covers construction of a livestock slaughter and poultry processing plant in Guam and supplements a community pasture and forage program covered under a separate project.

The project is designed to promote local production and sale of beef and poultry and thus reduce the importation of meat which now totals 2,900,000 pounds annually, and poultry which totals 1,500,000 pounds annually: 80 percent of this amount is now imported. Approximately 5 percent can initially be supplied by this project and eventually lead to production of 40 percent of the beef and 20 percent of the poultry meat requirements.

The costs for the project are shown below:

Slaughterhouse:	
30- by 60-foot steel and concrete block building, 1,800 square feet, at $20	$36,000
28- by 30-foot pipe pens with corrugated roofing, 840 square feet, at $2.50	2,100
Plus 19 percent design cost and contingency	7,239
Total	45,339

Equipment:	
Cattle slaughter	14,405
Swine slaughter	3,492
Total	17,897
Grand total	63,236
Summary:	
Labor	22,670
Material	18,136
Equipment	22,430
Total	63,236
Poultry processing plant:	
30- by 50-foot steel and concrete block building, 1,500 square feet, at $20	30,000
10- by 20-foot Butler-type building, at $4 per square foot	800
Plus 19 percent design cost and contingency	5,852
Equipment	2,112
Total	38,764
Summary:	
Labor	18,326
Material	14,661
Equipment	5,777
Total	38,764
Boiler and refrigeration system	18,000

This boiler and refrigeration system is required which will serve both the livestock slaughter and poultry processing operations from a centralized area.

Boiler system (75 gallon per hour, at 130° F.)	3,000
Refrigeration system (chilling and holding rooms):	
6,400 cubic feet, at 34° F., holding room 1,600 cubic feet, at 65° F	15,000
Total	18,000

MERIZO BOAT HARBOR

The construction of a pier in the Merizo Harbor ($100,000) is required to replace the present and inadequate Coast Guard wooden pier. The new pier will give adequate mooring facilities for fishermen and others, and open the way for future use by tourists interested in deep sea fishing.

The proposed pier will be of timber construction on concrete piles and will contain a launching ramp and adequate utilities (water and electricity). The inland side will require dredging of an area approximately 50 feet wide by 300 feet long.

The estimated cost is shown below:

Coral dredging (7,000 a.y., at $2)	$14,000
Launching ramp (L.S.)	10,000
Utilities (L.S.)	4,000
Wooden pier (including concrete piles) (L.S.)	60,000
Coral boulder riprap (L.S.)	10,000
Miscellaneous (L.S.)	2,000
Total	100,000

Summary:	
Labor	47,500
Material	37,500
Equipment	15,000
Total	100,000

NECESSITY FOR PROGRAM

Mr. TAITANO. A program such as this will be very necessary because the farmers are used to the prewar primitive farming, and with the war activity and developing Guam as a military base we have neglected that part of island life.

I think there should be more of that type of demonstration to the people to raise their own supplies so money will not be going out.

Senator BIBLE. This is a new project to me. We will certainly study it very carefully.

The Senator from Alaska.

Senator BARTLETT. Mr. Speaker, I want to say I am very glad you came to appear before the committee and for whatever purpose you came to Washington.

Why would you need slaughterhouses in the next fiscal year? Wouldn't it take some while if the money were appropriated for cattle before there would be a need for butchering facilities?

Mr. TAITANO. As I mentioned, there are already 5,000 heads of cattle and there is no slaughterhouse.

Senator BARTLETT. None at all?

Mr. TAITANO. No.

Senator BARTLETT. What is the situation regarding grass?

Mr. TAITANO. It is rather difficult, but with the help of experts of the Department of Agriculture, I think they could overcome that matter.

Senator BARTLETT. Are all the cattle slaughtered from the 5,000 herd sold locally?

Mr. TAITANO. Yes; nothing is exported.

Senator BARTLETT. What are they, grass or grain fattened?

Mr. TAITANO. Grass.

Senator BARTLETT. If the Government started a project, would the intention be to feed them on grain?

Mr. TAITANO. I think grass, principally, sir. It would be very expensive to bring grain in. Qualitywise, it can't compare to United States, but for local consumption I think it would be all right.

BOAT HARBOR

Senator BARTLETT. You referred to a small boat harbor.

Mr. TAITANO. Yes, sir.

Senator BARTLETT. Do you know if a study of this has yet been made by the Corps of Engineers?

Mr. TAITANO. Not that I know of; no.

Senator BARTLETT. This might possibly, it occurs to me, be a reason for deletion of the money requested by the Bureau of the Budget because customarily the Corps first makes a survey to determine the economic advantages of any such project. Perhaps, Governor, you would inquire into that and if the Corps survey should be required one of us here, I am confident, would be glad to present the matter to the Public

Works Committee by way of hoping that a resolution would be for the Congress for such a study and that some money could be had for it.

How many houses are there, Mr. Speaker, in the Guamanian Legislature?

Mr. TAITANO. Just the one. There are only two places that have a unicameral legislature, Nebraska and Guam. Twenty-one members are elected at large.

POLITICAL SITUATION

Senator BARTLETT. What is the vote there? How many people vote customarily?

Mr. TAITANO. 15,000 or 16,000.

Senator BARTLETT. What is your party?

Mr. TAITANO. The Territorial Party of Guam.

Senator BARTLETT. What is the defeated party?

Mr. TAITANO. They call themselves the Democratic Party of Guam.

Senator BARTLETT. I shouldn't have asked that question.

Mr. TAITANO. In the beginning we were strictly a territorial party, confining ourselves to territorial matters. Recently the other group became affiliated with the Democratic Party. Our people are composed of Democrats, Independents, and Republicans in the national picture, but in Guam, it is strictly a local matter. And until such time as we get the other things we are asking, we should remain a territorial party.

We do not have representation in the Congress, we don't elect our Governor, and we don't vote for the President. I think as we get these things there will be a direction toward merging or affiliating with a national party.

Senator BARTLETT. Can the legislature override the Governor's veto?

Mr. TAITANO. Yes; then it comes to Washington. We can override his veto, but he is a Federal appointee, sir.

Senator BARTLETT. Who in Washington says you may not override this special bill or act or law?

Mr. TAITANO. The President.

Senator BARTLETT. I am informed, Mr. Speaker, since initiating this subject, that special legislation will be required in the case of Guam before the Corps of Engineers may survey that harbor. Perhaps this request can be made through the Department of the Interior. I am sure someone will be glad to introduce it. I have no further questions.

Senator BIBLE. Thank you very much, Mr. Taitano. I think the suggestion made by the Senator from Alaska is the proper one, that you should initiate this harbor study by taking it up with your people in the Interior Department and they, in turn, would initiate the necessary legislation.

Thank you, sir.

American Samoa

STATEMENT OF HON. REX LEE, GOVERNOR

BUDGET SITUATION

Mrs. Van Cleve, we will next proceed to Samoa.

Mrs. Van Cleve. Governor Lee is here along with his budget officer.

Governor Lee. Mr. Chairman, I have a rather lengthy statement.

Senator Bible. It can be inserted in the record. Why don't you highlight it in your own manner?

(The statement referred to follows:)

Accomplishments, Needs, and Problems of American Somoa

Mr. Chairman and members of the committee, it is a pleasure for me to appear again before your committee and to outline our accomplishments to date and explain Samoa's needs and problems. This committee has been very helpful and sympathetic in what we are trying to do in Samoa. We were very happy to have Senator Henry M. Jackson, chairman of the Senate Interior and Insular Affairs Committee, visit us last fall and dedicate our new air terminal facility. We were also glad to have Congressman Michael J. Kirwan dedicate our educational television center on the same day. These dedications were attended by the head of state, His Highness Malietoa of the independent state of Western Samoa, and His Royal Highness Prince Tungi, Premier, Kingdom of Tonga, along with many of the government dignitaries of Western Samoa.

I have been hopeful that since Senator Mansfield's visit of 2 years ago that additional members of the committee would pay us a visit. I think these visits are very worthwhile in terms of not only letting the committee see how our money is being spent but we profit a great deal in being able to discuss and obtain advice on our many problems. Visits of this kind are also greatly appreciated by the American Somoan people and in my opinion have a substantial impact on our neighboring islands throughout the area by demonstrating the U.S. interest in the development of this part of the world.

We have made good progress since I appeared before you last year although we have not completed as many of the things we had hoped to complete by this time. We are moving ahead with our construction of consolidated elementary schools and new high schools and in September of this year we will be giving all Samoans basic instruction via educational television in grades 1 through 12. Our broadcasts are well received in Western Samoa with a simple television set using only "rabbit ears" antenna. The picture is exceptionally good and there is a great interest in this area in using educational instruction coming to them free over the airways. The Kingdom of Tonga through their Premier, His Royal Highness Prince Tungi, has also indicated a great interest in using these free broadcasts and a team of engineers was sent to Tonga to test the reception of our signal and determine the preliminary feasibility of the technical aspects of the transmission. There are some real transmission difficulties but we think they can be worked out.

I would like to review briefly the status of our major programs that are underway:

ROADS

Our primary road program of widening and paving 35.7 miles of road running the full length of the island of Tutuila has been delayed because of higher priorities which we have had in our construction program. We have

completed 23 miles of road and could complete the remainder in several months' time but we have been using this program to fill in between our higher priority educational construction programs. We have done this because we did not want to oversupply our department of public works with dump trucks that would be surplus at the end of our construction program. After the need for dump trucks decreases in our school and other construction we will move faster on the road program and complete it rather rapidly. The same is true of our secondary road program. We have delayed this because of the higher priority construction projects. These projects are highly necessary and are being worked on continuously as we fit them in between the other projects.

SCHOOLS

Our program in the elementary school system was the consolidation of 43 village schools, most of which are simple thatched fales (houses), into 26 modern elementary schools especially designed for educational television; 10 of these elementary schools have been completed and we are actually occupying 6. As soon as electricity and water are available at the balance of the sites they will be open for instruction. We are presently engaging a well driller which will solve the water problem at three of these sites and the underwater electric cable to the island of Aunu'u will complete the Aunu'u system. Two other schools located on the islands of Ofu and Olosega in Manu'a are 80 percent complete and the large Faga'alu, Tutuila, location is 90 percent constructed. Land title and acquisition problems have caused delay at most of the other sites. These have mostly been worked out and we hope to have virtually all of them completed by next fall in time for the new school year. These elementary schools act as community centers for adult education after normal school hours.

The construction of the high school in Leone is moving along very well and presently is 40 percent completed. All materials for this school are on order or in Samoa and it will be completed for the beginning of the school year in September. Problems of access to the island of Ta'u in Manu'a where a second high school will be constructed are being solved and several loads of materials have already been placed on site with the Samoans providing free labor in landing this material through the dangerous swells over the reef.

Our educational television studio is completed and we have been broadcasting regular educational programs throughout the day on the three channels. Our long lines of supply has caused a temporary shutdown in one channel; however, it is being ironed out and has not seriously affected instruction due to program adjustments. We have completed the aerial tramway to the top of Mount Alava (1,700 feet) for access to the transmitter site; it has been tested by an independent expert and while presently in use only for Government purposes, after a few minor items are completed, we will open this tramway to the public. A reasonable charge will be made and it should more than support itself. The reprograming you have approved for the completion of the program of six channels of educational television instruction has made it possible to proceed immediately with the design and procurement of the necessary equipment and if we can keep to the time schedule for delivery and installation we will be teaching secondary education in September of this year via television. As a result we will require approximately 18 less stateside personnel immediately with another reduction of 20 at the end of fiscal year 1966 in the secondary education system. Without basic instruction via television it would have been necessary in the future to have increased our stateside teaching staff by another 60 teachers based on projected school populations in Samoa by the School Facilities Planning Laboratory of Stanford University. The ultimate annual savings in operating costs through educational television will be in excess of $400,000.

AIRPORT

We have completed our airport terminal and the service buildings and other auxiliaries that go to make an airport functional. Some work will continue on the shoulders and the seawall. It was possible to construct the service buildings, a fire station and a supply building within the airport funds made available although they were not in the original estimate. Our air traffic is increasing rapidly as more of our military planes are using it instead of using the Fijian Airport at Nadi. We also expect an increase in commercial flights as soon as our new hotel is completed.

ELECTRIFICATION

The central powerplant located in the Pagopago Harbor area now has a generating capacity of 6,000 kilowatts. The installation of the two 2,000-kilowatt generators approved in fiscal year 1963 was completed in May 1964. Work is progressing on the design and specifications for the new 3,000-kilowatt unit which was approved in fiscal year 1965. The Tutuila-Aunu'u distribution system is 80 percent completed at this time and service has been installed to 47 villages out of a total of 59 on the planned grid. Barring unforeseen holdups or rights-of-way disputes this system should be complete before the end of fiscal year 1965. In addition an on-site inspection and review of the electricity requirements for the islands in Manu'a have been completed by our consulting electrical engineer and a preliminary estimate and bill of materials have been furnished. The preliminary estimate indicates that electrification of Manu'a will cost more than originally anticipated when funds were made available in 1963. At that time we had not initiated our educational television planning and the electricity requirements for Manu'a were only for refrigeration of food and lighting. It has been necessary to replan the electrical system for the Manu'a group, expanding the requirements; however, we feel it will be possible to complete the entire power program on both Tutuila and Manu'a as presently programed with the funds you have made available.

WATER DEVELOPMENT

We are moving ahead with our overall water development program by a combination of public works force account construction and a contract with a stateside firm for improvements to our existing water system. Our public works department is constructing the Vaipito reservoir which will provide 2,250,000 gallons raw water storage in addition to improved catchments and chlorinator facilities. A contract has been let totaling $1,017,750 for improvements consisting of three 1-million-gallon storage tanks in the bay area and one 500,000-gallon tank in the Tafuna area for treated fresh water. Also to be constructed under this contract is a rubble, masonry-concrete dam at an elevation of 525 feet for raw water storage, impounding approximately 3 million gallons. A number of pumping stations, wells, chlorinators, and sections of new water main are to be constructed under this contract. This storage and reserve along with our present capacity of 1,740,000 gallons will provide us with an eight-day supply of water in an area adjacent to the bay.

It has been one of our great paradoxes that in an area with 200 inches of rainfall per year we have had to ration water intermittently to assure our canneries an adequate supply. Our present consumption is about 1 million gallons daily; however, this will increase due to the continual industrial and tourist development in the bay area. The development of water for the consolidated schools is being coordinated with village requirements with the individual villages funding their portion separately and a joint system constructed by our public works. By this means the villages are acquiring a reliable, adequate, sanitary water supply.

HOUSING

Our total housing program comprises 88 houses for our stateside teachers, technicians, and administrative personnel. Of the 53 of these houses programed for construction in a central area, 51 have been completed and are occupied. The balance (35 houses) are being constructed, one each at the consolidated school sites for the consolidated school television principal with others being constructed at the location of the high schools. Ten of these have been completed and others are in various stages of construction. The overall average cost to date for the houses completed regardless of location is just over $16,000. This sum does not include landscaping or driveways which have not yet been accomplished. In addition we have completed construction of 17 houses for the FAA and 6 for the Weather Bureau.

HOSPITAL AND MEDICAL FACILITIES

As I reported to you last year we have moved ahead locally on the new hospital and the school of nursing. Our student nurses' facilities have been designed and the working drawings and specifications are completed. When the legal requirements in obtaining the site are completed we will begin construction immediately and this should be within the next 30 to 60 days. We acquired

the services of a hospital design specialist and an architect specializing in the design of public health facilities, who working together with our architect-planner have completed the schematic plan for the hospital. Previous estimates of construction of our hospital and medical facilities ranged from $4½ to $7 million by stateside firms. We are going ahead based on our local planning and will try to build these medical facilities for the $3 million that you have appropriated. We feel we can build this hospital by force account and on island design for this amount; however, there is the possibility of our not completing it for this amount of money.

MARINE RAILWAY

In fiscal year 1965 you approved the construction of a new ship repair facility as more economical than the orginal proposal for a floating drydock. Test piles have been driven at the proposed site of this new marine railway to ascertain load bearing capacities and depth of firm material. Results of these tests are being analyzed by the public works officer of the 14th Naval District. If favorable conditions on the site selected are confirmed by him design will start immediately and construction should start by the end of this fiscal year.

TELEPHONE SYSTEM

The new central office exchange in the bay area is completed and the new equipment with a capacity of 600 lines and 750 connectors installed. Work is continuing in renewing and extending trunking facilities in the bay area and to principal villages on Tutuila. The new 50-line automatic exchange located adjacent to the airport in Tafuna is installed and construction of the distribution system is just beginning.

CONSTRUCTION SUMMARY

Generally on the basis of the jobs we have completed we believe our construction is costing us far less than if we had contracted our program to stateside firms. We believe by doing these projects by force account there has been a great advantage by training literally hundreds of Samoans in various trades and crafts. Our whole building program is a constant training process. While in some instances well-trained employees separate to take higher paying jobs in local industry and the use of force account labor may tend to slow down our construction progress, we feel the training acquired and the pride of local achievement offsets these problems.

TOURISM AND ECONOMIC DEVELOPMENT

As we have reported to you previously we are trying to assist the Samoan people in building a large luxury hotel themselves and to put many Samoans in the small businesses that are attached to tourism. The American Samoan Development Corp. which consists of all Samoans has approximately 1,200 stockholders who are providing the equity capital for a luxury hotel which will cost a total of $1,555,300. Additional financing has been arranged through the Bank of Hawaii, the Bank of American Samoa, and the Area Redevelopment Administration. The corporation entered into a management contract for the construction of this hotel with a stateside firm and construction is now proceeding very rapidly with local journeymen and this contract supervision. We hope this hotel will be open for busines by September with 100 rooms available to tourists and a series of small businesses such as gift shops, beauty shops, flower shops, sport fishing and the like established and operated by Samoans. We are doing our best to reserve these small business opportunities for native Samoans. The benefits accruing to the Samoans in this type development cannot be underestimated. All of the other island areas are watching to see whether or not the natives will be given the opportunity to own and operate these small businesses or whether they are going to be taken over by people from the mainland. People wanting to come in from off-island to exploit these many opportunities have severely criticized our position of local development by the local people; however, we feel it is extremely important to develop Samoa for the Samoans.

APPROPRIATIONS REQUESTED

The operation and maintenance program submitted herein reflects a decrease of $107,372 in the net operating costs of government. This amount together with a reduction in construction funds required totals $465,372 reduction on a

comparative basis with fiscal year 1965. Further, our new cash appropriations required may be reduced an additional $988,439 due to reprograming anticipated, based on experience in the past 12 months and projected cash requirements through June 30, 1966. The total overall requirements for appropriations in fiscal year 1966 is $3,795,000 which is $1,453,811 under appropriations required in 1965. This budget has been based on the first year savings to accrue due to the reprograming you have approved to allow for the installation of the complete educational television system of six channels in operation by September 1965. Further, this budget is predicated on our ability to withdraw cash already appropriated as needed to further the programs that have been approved in fiscal year 1965 and are requested herein. The construction program in fiscal year 1965 was underfinanced $2,500,000. The program set forth herein for construction may be underfinanced the total of $1,269,440. These underfinanced programs total $3,769,440. This amount will be required in our fiscal 1967 construction budget.

Personnel compensation increases $246,086 in fiscal year 1966 and is attributed primarily to the initiation of educational television in the secondary school system for a full year in fiscal year 1966 while at the same time retaining those secondary school teachers still having 1 year to complete their contract in this transitional period. An increase of $87,000 is required in Samoan personnel. The reclassification of cadet teacher costs to the scholarship program is offset by increases required in educational television to provide training for Samoans in this medium to allow for eventual replacement of stateside personnel and the requirement for Samoan teachers in the high schools replacing stateside personnel along with an increase required to establish the school lunch program in our new consolidated elementary schools as well as the high schools; an increase in public safety is required to enforce the new immigration regulations; in ariculture to establish a production farm of taro, banana, and papaya on the FAA antenna site to reduce imports of these items and reduce the gold flow to foreign countries; and in administrative services to handle the much increased workload in property management and accounting and disbursing.

Transportation of persons and things will increase an aggregate of $101,600 due primarily to the completion of contract and termination of 46 secondary school teachers and the incoming 28 educational TV studio teachers and technicians.

Rent, communications, and utilities will increase $274,000 which represents the Government cost for electricity in this first year of the industrially funded electric utility.

Printing and reproduction and other services increase a total of approximately $185,000 which is attributed primarily to the initiation of educational television in the secondary system and the need for the development of curriculums and local printing of lessons and reinforcement instruction along with contractual services required in rebuilding tape recorder heads and repair of equipment.

Supplies and materials decrease $207,000 due to the industrial funding of the electric utility and the fuel costs being eliminated from our budget. Equipment requirements decreased $234,000 due to nonrecurring procurement. The object classification (grants, subsidies, and contributions) increases $67,400 due to the reclassification of the payments made to the cadet teachers in the teacher training school.

A summary of cash appropriations requested in fiscal year 1966 is presented below:

	Fiscal year 1965	Fiscal year 1966	Increase or decrease (—)
Total operating costs only	$7,306,811	$7,805,539	$498,728
Less:			
Local revenues	2,416,000	3,011,100	595,100
1964 excess revenues:			
Available $1,000,000			
Reprogramed 989,000	----------	11,000	11,000
Total	2,416,000	3,022,100	606,100
Grants required for operating costs	4,890,811	4,783,439	—107,372
Construction	358,000	----------	—358,000
Reduction in new cash required, based on reprograming	----------	—988,439	—988,439
Net grants required	5,248,811	3,795,000	—1,453,811

A total of $3,011,100 in local revenues is estimated in fiscal year 1966. Continued improvement of the economy and the development of the tourist industry is anticipated. In addition a substantial increase in the income tax is programed. A separate schedule of each business-type operation is presented in our budget including the first year estimated revenues and obligations for our electric utility.

We are doing everything possible to hold our operating costs down and the budget presented herein is essentially a cost-based budget. In our construction program we have had to reprogram funds and to delay or change projects and priorities. With the exception of the water contract all of our construction is being accomplished by public works department with force account labor and even with the building experience we have gained in the past 3 years and the considerable training we have given Samoan personnel, our construction program is not proceeding as quickly as we had hoped; however, with the funds that you have appropriated and reprogramed we have completed the first three channels of our educational television system and our airport complex and we will complete our houses and the remainder of the consolidated elementary schools. If we can continue to have the flexibility you have given us previously so that we can shift these funds between projects based on our current priorities and work schedule, we believe that we can complete most of them without having to come back and ask for additional funds from the Congress.

PROGRESS

Governor LEE. We have made considerable progress since appearing before this committee last year. Although we haven't made all the progress we would like, we have achieved pretty well within the limits we set out to accomplish.

POPULATION

Senator BIBLE. How many people are there on Samoa?

Governor LEE. We have approximately 26,000 there now. Of that group about 5,000 are aliens—other island people who have moved to Samoa in the past year.

Senator BIBLE. What type of budget did you have last year?

Governor LEE. Last year we had a budget of about $7,665,000 and actual operating expenses this year are slightly larger. But, in terms of total grants, it is approximately $1,450,000 less. The reason is we are making more income out there and we have savings from last year to apply against this year's budget.

This year we are asking for a substantial decrease.

OCCUPATIONS

Senator BIBLE. What do the people of Samoa do?

Governor LEE. Basically they have had a subsistence economy until very recently. Every family has had a few fruit trees and a small plantation. Most of their protein comes from the sea. They fish every day for their protein. Of recent years, back in the middle 1950's, a tuna-canning plant was started there, the Van Camp Seafood Co. And this has been quite successful.

It has supplied jobs for about 300 people. It has been the only source of local employment other than the government of American Samoa.

Senator BIBLE. What was that population again, 26,000?

Governor LEE. Yes.

Senator BIBLE. 21,000 are native?

Governor LEE. Yes. Of recent, the last 2 years, we have attracted another very large industry, Star-Kist Tuna Co. from the west coast. They have established another very large plant there. American Can

of New York City has also put a tin can manufacturing plant there because of the large volume of cans used by the tuna industry. For the past year and a half, we have been trying to establish a coconut processing plant.

The plant is essentially built but the owners are having some difficulty in financing. They do not have it under operation. A year ago we thought it would be under production by now. It will hire a substantial number of people. We are gradually getting a wage economy.

TOURISM

We are also negotiating with several industrial firms. I think we are going to have success on getting some of them in the area. One of our big hopes is for a tourist industry, like the one Governor Guerrero just indicated to you for Guam. We are encouraging tourists.

Our people have organized a local development corporation and have started building a deluxe hotel. This hotel is under construction now. We anticipate that it will be completed by this fall. There are lots of people who would like to come to Samoa. At the present time, we are discouraging them. We are trying to keep them off the island.

We have one small hotel, the Rainmaker, with about 10 rooms and the accommodations are not conducive to enticing tourists. Nevertheless we have lots of tourists who insist on coming. When they do come we put them in homes and odd buildings that we have.

We have a very substantial backlog of people who want to come to Samoa.

Senator BIBLE. Why don't you locate Samoa for the record? How far is it from the Hawaiian Islands?

Governor LEE. It is about 2,500 miles south and west of Honolulu and about that far north and east of Sydney, Australia. We are equidistant between Sydney and Honolulu. Pan American has one through flight that stops in Samoa. This is their midway stop.

We are hoping that when we get adequate hotel accommodations they will have other flights.

Senator BIBLE. Is this the only flight you have into Samoa?

Governor LEE. This is the only through flight. We have one from Fiji that connects with BOAC and other flights that go through Fiji. We are hopeful and we have been led to believe that as soon as we have the hotel accommodations that other flights will come through.

TOURISTS DISCOURAGED PENDING CONSTRUCTION OF ADEQUATE FACILITIES

Senator BIBLE. How many tourists will you have during the course of a year?

Governor LEE. At the present time it will run several thousand but again these are people that come in spite of the fact that we try to discourage them from staying. They come and stay in all kinds of accommodations. We have some dormitories we put them in and sometimes we have even had to put them in old school buildings because of lack of facilities.

Senator BIBLE. What is the status of this tourist hotel?

Governor LEE. It is under construction at the present time, Senator, and we hope to finish it some time this fall, probably September or October.

Senator BIBLE. How large a hotel will that be?

Governor LEE. One hundred rooms, two hundred beds. It can be expanded. We think soon after it has been constructed we will have to be thinking in terms of adding rooms or an additional hotel because we have had a great deal of interest. One thing in our favor is we are sort of the center of Polynesia. The Tongan Islands are building a hotel and western Samoa has a great deal of good scenery, and both ports of entry are through American Samoa.

We have the islands north and south of us.

Senator BIBLE. How large is the area?

Governor LEE. We have six islands of a total area of 74 square miles. Western Samoa is independent now, and has a land area of 8 or 10 times that size.

OFFICE OF TOURISM

Senator BIBLE. You say at the present time you are trying to discourage tourism but I am also advised that you have a $20,000 item in the budget for an office of tourism.

Governor LEE. This is correct. This is for 1966 because we will be opening our hotel. At that time we will be inviting the world to come see us. We hope to be able to promote tourism.

Senator BIBLE. How many people will you have in this office and what do you propose that they do?

Governor LEE. Basically we will have one man who will be coordinating our tourist efforts. The money will be spent for his office and also for brochures and pamphlets on American Samoa and participation in Pacific Air Travel Association, activities of this type that are necessary to attract tourists.

Senator BIBLE. Do you anticipate that revenues will amortize that hotel over what period of operation?

Governor LEE. The period is 25 years.

Senator BIBLE. What is the cost of the hotel?

Governor LEE. The cost of the hotel is $1,500,000. I would like to point out again this is not a Government hotel, this is a locally sponsored hotel. It is a purely Samoan corporation. They have 1,200 members. In fact, nearly every family on the island has some share in the stock.

Senator BIBLE. I take it that up to now tourism has never been a factor in the welfare of American Samoa?

Governor LEE. No, sir. We have had tour ships but none of these could even stay because of lack of accommodations. We don't even have a decent restaurant. Those ships that do come stay for a few hours and do leave a substantial amount of money by buying arts and crafts. We hope that we will be able to have a free port to attract tourists. And because of our location we think it will be profitable.

Senator BIBLE. How far are you from Tahiti?

Governor LEE. We are about 1,500 miles from Tahiti.

Senator BIBLE. You are a long way from any place.

Governor LEE. We are. Sometimes you get mighty lonesome down there.

EDUCATIONAL TELEVISION

Senator BIBLE. I can understand that. Within the past week you have received authority to proceed with establishment of the second three channels of the educational television system on Samoa. When do you expect these three channels to come into operation?

Governor LEE. We expect to have them completed by this September in time for school. At that time we will convert our entire school system to educational TV.

Senator BIBLE. How many schoolchildren do you have at the present time?

Governor LEE. We have approximately 5,500 elementary school pupils and about 1,900 high school students at the present time. Our present TV system has been operating since October 1. I might say that our results have been exceedingly good. The children have made very good progress. Of course, it is too early to give a good appraisal of what the system is going to do, but the attendance of the children has been much better than that of the other schools that have not been converted.

They are learning English and more important the parents and the children at night are watching it and learning English. We think it is going to teach English to the island in a very short period of time. By this fall, we should have the rest of our elementary consolidated schools completed and set up for ETV.

We have two high schools completed and a third under construction and soon to be completed. So our entire teaching will be through ETV with a few teachers acting as monitors and assistants.

Senator BIBLE. This gives you a total of six channels?

Governor LEE. Yes, one for every two classes.

ADEQUACY OF PROGRAM

Senator BIBLE. Is that going to provide you sufficient television facilities, in your judgment, to take care of the educational needs of Samoa?

Governor LEE. Yes, sir; we think it is going to do a very good job.

These ETV teachers that we are bringing down are top flight. They are a little better than the usual run you would find in a classroom. They are specialists. We think the overall teaching will be better than if we brought all stateside teachers down there.

Senator BIBLE. What languages do you teach there?

LANGUAGE COURSES

Governor LEE. By regulation they have always taught English. Unfortunately, most of the teachers have been Samoan and they could not speak English very well. As a matter of fact, many of the teachers can't be understood in English, and yet they were supposed to be teaching English and I think the system has been a failure.

Senator BIBLE. What is the native language?

Governor LEE. Samoan. It is a Polynesian dialect. A bit similar to the old Hawaiian dialect in Hawaii and to Tongan and to Tahitian. There is a close relation. Under our ETV system we are teaching some in Samoa in the very small grades. That is, we are using Samoan to help this transition because virtually none of the children that come into our classes can speak English. They have absolutely no knowledge of English. They have been speaking Samoan in the home. So, we use Samoan in helping the transition.

I might say in the evenings we run English courses for both the youngsters and parents on ETV and that has been quite successful. We also teach Samoan for English-speaking people, and better Samoan for Samoans. We have very good attendance and we think it is going to work out very well.

Senator BIBLE. How many grades will the average Samoan child attend; 8 grades or 12?

Governor LEE. He will go through 12, just like in the States here.

Senator BIBLE. Do most of them finish high school?

Governor LEE. They have not in the past, but at the present time we are putting most of them through high school. Up until 3 years ago we had facilities only for a quarter to a third of the population that graduated from junior high school. So, most had to stop at the end of junior high school.

Three years ago you gave us enough money to build facilities and get stateside facilities to accommodate all of the children who graduated from junior high. For the past year we have had universal education in the secondary school system. So, most of the Samoan children who start school finish school. We have a compulsory law that requires them to stay in school until age 16.

Senator BIBLE. So most end up with a high school diploma?

SCHOOL SITUATION

Governor LEE. In the elementary system we have had all Samoan teachers that had been poorly trained for the job. We had a team down there very shortly after I got there and they came up with some very startling statistics. They felt that some of the children after they graduated from high school had the equivalent of a second- or third-grade education, especially in courses such as English.

Senator BIBLE. You mean grammar school?

Governor LEE. Yes. In other classes some went up to fifth or sixth grade. These children in turn were being used as teachers. This system sort of perpetuated itself. When we started this development 3½ years ago, we brought immediately enough stateside teachers to teach high school. But, in high school we have to run back to fourth-, fifth-, and sixth-grade classes.

When our children graduated from high school it doesn't mean too much at the present time. Under this ETV system, we think we are going to have a very good system of education. We think it is going to be equal to the normal school in the States.

Senator BIBLE. Where does the high school graduate go when he finishes high school? Does he go on to college?

COLLEGE STUDENTS

Governor LEE. We have 105 in college at the present time. If he wants to go to college he goes normally to some of the small junior colleges or secretarial schools in this country. We have found that they cannot compete in the larger universities. We have had a number of them go to the University of Hawaii. They begin the freshman year in college with something less than a grammar school education. They can't compete. We have placed them in schools where they can have specific training.

Senator BIBLE. Do they come back?

Governor LEE. We have been encouraging them to come back and fit into the local school and government system. We have very few educated Samoans. We are trying to get those who do get some kind of an education to come back and get into our governmental setup.

CONSTRUCTION PROGRAM

Senator BIBLE. I notice that you don't request any additional funds in fiscal 1966 for your construction program. But your justifications do show that several construction items will go forward. Will you be good enough to summarize your program for our committee?

Governor LEE. Yes. I would like to point out that under the agreement that we had with the two committees last year, we agreed to defer the actual funding of these projects until we had used up the reserve that we had from the other projects that we are now constructing.

We are constructing everything by force account. We have had some big delays. For example, on our hospital you appropriated $3 million. We still have most of that. We are just starting it and it will not be completed this fiscal year. The same thing is true of our sewer system and several other things. So, actually, we have some deferred construction of about $3,769,000 that is underfinanced.

Sooner or later that will have to be paid for. We are requesting these other projects. In terms of the new construction that we have outlined, we are asking for some additional money for water development, $108,000. This is primarily for water systems throughout the islands. During the war all of the villages were given water systems by the Marines. They put water systems in and piped water down from the mountains. Those systems are going to pieces now and need replacing. We have had a very substantial water project in the bay area.

WATER AND SANITATION SYSTEMS

Our needs have been great there because of the fisheries. We let a $1 million contract to build three large storage tanks and a water reservoir there which will give us adequate water supplies in the bay area and in the port area.

This additional $180,000 we are asking for is for the village systems. We are asking for an additional $250,000 for our sanitation system. Here, again, these are small sanitation systems in the villages to clean up the villages and to clean up the health problems that we have there plus additional distribution in the bay area where we are building a large sewer system.

We have an additional item for extending the dock so that we can take larger ships in Pago Pago Harbor, and items of this type. Again, I would like to say that we can get through this year without any additional construction funds.

Senator BIBLE. You mean fiscal 1966?

Governor LEE. Yes. But come fiscal 1967 we are going to have to start financing these projects that we are constructing, and that have been authorized.

Senator BIBLE. In order to complete them?

AIRPORT CONSTRUCTION AND ELECTRIFICATION PROGRAM

Governor LEE. Right. I might say to you that we have completed our airport. We have a very good airport now and we are hoping to attract additional traffic in through there as I mentioned a minute ago. Our electrification program is essentially complete. We are still funding that.

We have had an electrical consultant that has established rates that will completely fund and amortize the system. We think that we have an adequate system there. On our sewer system we have just gotten this started. We have had a lot of problems.

HOUSING PROGRAM

Our housing program for government employees is virtually complete. Our hospital we have had a great deal of difficulty on. You will recall last time I told you we had not started it yet because we had gotten some high estimates. We have had two architectural firms that have made preliminary estimates and we have let them go.

One was $6½ million and the other was $4 million. They were too high. We have since hired a consultant from the Public Health Service, and he and our own architect are designing a hospital with additional help from San Francisco. We think we can build it with the $3 million you gave us.

DOCTORS

Senator BIBLE. How many doctors are there on Samoa?

Governor LEE. Six stateside doctors for all of the area. And about 8 to 10 of what we call Samoan medical practitioners. These are Samoans who have gone through high school, and then taken training in the Fiji Medical School in Suva. They do a lot of the routine medical work. As a matter of fact, we have several that even perform surgery under the supervision of the stateside surgeon.

REVENUES

I would like to point out to you that our revenues that are anticipated have greatly increased. We think that we are going to make these revenues. A little bit will depend on our fishing year as lots of this money comes out of the income tax that we impose.

Senator BIBLE. What type of revenues do you show in the next fiscal year?

Governor LEE. We show revenues of $3,011,000 and of that approximately half comes from our income tax which the Samoan people imposed on themselves 2 years ago. They simply adopted the U.S. income tax system and imposed it as a local tax. We use the same tax forms, rulings and regulations and so on, but it is locally imposed.

Senator BIBLE. Do the individual Samoans have enough income to generate $1.5 million income tax?

Governor LEE. Yes. This comes from the companies that do business there like the fisheries, many of the merchants who have made very good money there, and also from many of the Samoans who have jobs.

I would say that the big share of Samoans do not pay an income tax. They have too many dependents and their incomes are too low. We

do have in conjunction with the income tax a 2 percent payroll tax regardless of their exemptions. It is simply added on. It generates substantial revenue. We also have some rather substantial customs fees which we are trying to get rid of because the cost of living has gone way up and it discourages development—it is regressive.

We have taken the tax off all food and clothing items. We hope as our income tax revenue moves up to take it off building materials and household effects and things of this kind. I think the future of Samoa lies in having a custom-free area where we can encourage trading with the other islands. We have the best harbor in that area of the Pacific. We have one of the best harbors. We are in the center of the area.

Senator BIBLE. The future of Samoa lies then in the development of the tourism just as it does in Guam.

Governor LEE. Yes, I think that is our big hope. Of course, fishing is the big item at the present time.

Senator BIBLE. The Senator from Alaska.

APPLICATION OF U.S. TAX LAWS

Senator BARTLETT. Thank you, Mr. Chairman.

Do U.S. tax laws apply?

Governor LEE. They apply, yes, Senator Bartlett. But they apply only in that they have been adopted by the local legislature. In Guam and the Virgin Islands the United States imposed a tax and they turn the money back to the territory. Here the U.S. income tax does not apply. As a matter of fact, many people were essentially tax free, many people that were making very very substantial incomes.

The Treasury made a tax study for us. We worked out a tax proposal that I proposed to the legislature simply to adopt the U.S. income tax and apply it locally.

Senator BARTLETT. So no one on American Samoa pays money to Washington?

Mr. SCREEN. That is correct. Now, with respect to the U.S. citizens working for the government of American Samoa, by definition their income is earned within the United States for purposes of the U.S. income tax code.

Governor LEE. This is true but under the U.S. income tax law a refund or tax credit is allowed for foreign tax that he pays. For example, Mr. Screen or I would simply file a U.S. income tax return. The money would be returned to us and we would pay it as a local tax. So essentially, we are not paying U.S. income taxes.

Senator BARTLETT. You pay the same amount but to a different government?

Governor LEE. That is correct. We go through the steps of paying it to the Federal Government but it is reimbursed and paid to the local government.

Senator BARTLETT. Did you say American Samoa has an area of approximately 74 square miles?

Governor LEE. Approximately, yes. It is a very small area.

HARBOR FACILITIES

Senator BARTLETT. How about the harbor, is it a good harbor?

Governor LEE. Senator, the harbor is the best harbor in the South Pacific. It is the best north of Sydney. It is a very beautiful har-

bor. It is a sheltered harbor with a good entrance. We have one good dock. It isn't quite large enough now for some of the ships we have coming in, but it is a beautiful harbor, a very excellent harbor.

Senator BARTLETT. You don't have to go through, as you do in so many places out there, having the ship anchor out to sea and the freight being lightered in?

Governor LEE. We do on five of our islands, but not on the main island where most of our commerce comes in; we do not have to. Our big volume of business is on the main island and we have good harbor facilities.

Senator BARTLETT. How many of the people of American Samoa live on the main island?

Governor LEE. Out of the 26,000 I would guess that between 22,000 and 23,000 are actually on the main island.

HOTEL CONSTRUCTION

Senator BARTLETT. Are any Federal Government grants or loans involved in the construction of this hotel?

Governor LEE. There are Federal funds involved, yes. This local Samoan development corporation raised about a quarter of a million dollars locally. These are small income people. The Government employees, taxi drivers, the farmers, and so on. They raised, through subscriptions to this corporation, a quarter of a million dollars. Then in turn they borrowed $250,000 from the Bank of Hawaii. The remainder of the money was obtained through the ARA.

Senator BARTLETT. Which is repayable?

Governor LEE. It is repayable, yes, sir.

Senator BARTLETT. The cost of $15,000 a room is comparable with other construction costs on the island?

Governor LEE. I would say it is a little more expensive than some of our other construction.

Senator BARTLETT. Is it going to be a luxury hotel?

Governor LEE. Yes, sir.

FISHING

Senator BARTLETT. You said, I believe that 300 Samoans engage in fishing?

Governor LEE. There are 300 in the Van Camp plant. There are more than that engaged in the industry at the present time. When you say fishing, our people do not do any of the fishing. They simply process the fish. The fish are caught by the Japanese, the Koreans, the Nationalist Chinese, and the Okinawans. We have all four of those areas fishing in the Pacific and they deliver fish to our canneries and sell them at the cannery site.

Senator BARTLETT. By tradition the Samoans are not fishermen?

Governor LEE. Not this type. They don't like to get out of the sight of land. We have had a training program going there for several years and it has been completely unsuccessful. We have had a good boat and captain and so on to teach them. They will go out on one of these cruises. They will make better money than they will on jobs at home, but they simply will not sign for a second or third voyage.

We have abandoned that program because after several years of attempts we weren't getting any fish.

Senator BARTLETT. Are some of these 300 women?

Governor LEE. Most of them are women.

Senator BARTLETT. What is their hourly rate of pay?

Governor LEE. $1, as I recall at the present time.

Senator BARTLETT. Is there a minimum wage law?

Governor LEE. There is a minimum wage law.

Senator BARTLETT. What is the amount?

Governor LEE. $1. It is set by a special wage board that comes out and has hearings every 2 years. It is due to come in July this year.

Senator BARTLETT. Who sets this?

Governor LEE. The Department of Labor.

Senator BARTLETT. Are fish other than tuna caught?

Governor LEE. Yes, these fishing boats catch a substantial number of other fish, but the only fish they sell to the Samoan industries are tuna.

Senator BARTLETT. What do they do with the other fish?

Governor LEE. Some they ship back to Japan and some they dump overboard, I understand. They catch a lot of trash fish, shark, and some good fish that would be good for filleting. We thought on numerous occasions of setting up some special types of filleting out there. Nothing has come of it at the present time.

LANGUAGE INSTRUCTION

Senator BARTLETT. Is it the intention of the administration to not only subordinate the Samoan language to English but to eliminate it, or are you going to try to have a dual language community?

Governor LEE. We would leave this up to the Samoans. We feel they have to have English and be good at it in order to be able to compete in today's world. We have encouraged them to continue their customs. If they want to continue Samoan, fine. As a matter of fact, we have one or two courses in Samoan on the TV program.

They do not have any formal instruction in Samoan. Our emphasis is on English. We use Samoan instruction only in furthering the advancement of English.

Senator BARTLETT. I think they should treasure and maintain their own language, too, as well as learn English. Is it a written language?

Governor LEE. Yes. But it is a rather simple language.

Senator BARTLETT. What is the tourist fare round trip from the west coast to American Samoa?

Governor LEE. From the west coast you can go thrift class $100 to Hawaii and $149 to Samoa. It is a very cheap fare in comparison with other islands in the area. It would cost considerably more to go to Tahiti which is 1,300 miles closer to the west coast.

APPLICATION OF FEDERAL SOCIAL SECURITY LAWS

Senator BARTLETT. Are Federal social security laws applicable to American Samoa?

Governor LEE. Yes, sir, as of 3 years ago.

Senator BARTLETT. What is the average annual income?

Governor LEE. It is a little difficult to say what it is. I can't give you an exact figure. If you take the per capita, it is somewhat below $500. On the basis of the normal work year, and not all of them have jobs, it would be up around $1,000 or more.

AIRCRAFT AND AIRPORT

Senator BARTLETT. Governor Lee, what type of aircraft are flown from American Samoa to Fiji?

Governor LEE. Pan American flies a DC–7 that goes from American Samoa, Nandi, Fiji, and on to Auckland.

Senator BARTLETT. How often?

Governor LEE. Once a week. This will soon be replaced when New Zealand opens their first jet airport in Auckland, I think this coming September.

Senator BARTLETT. You have only one flight a week?

Governor LEE. That is correct. There is one through flight. You can come in on Saturday evening from Fiji and go out again back to Fiji on Tuesday evening, or you can go out on Pan American to Honolulu on a nonstop flight on Monday morning. So, if we have emergencies we can move through Fiji and around. But on a straight flight only once a week.

Again as soon as this hotel is completed we have been led to believe that we will get additional flights.

Senator BARTLETT. You answered this question for me last year but I have forgotten it.

How long is your runway?

Governor LEE. 9,000 feet.

Senator BARTLETT. That airport is self-supporting?

Governor LEE. No, sir. It is not.

Senator BARTLETT. Who picks up the deficit?

Governor LEE. It is self-supporting at the present time. When you say self-supporting, it isn't amortizing itself. It is certainly self-supporting in terms of the present operation.

Senator BARTLETT. I understand.

Governor LEE. But it will never amortize itself, I don't think, in the reasonable future.

Senator BARTLETT. I have no further questions, Mr. Chairman. Thank you.

Senator BIBLE. Thank you very, very much, Governor. Do you have any further statements?

Governor LEE. No, but to repeat again that we wish you would come down and visit us in the fall. The Samoan people would like to have you.

TRUST TERRITORY OF THE PACIFIC ISLANDS

STATEMENT OF HON. M. W. GODING, HIGH COMMISSIONER

BUDGET REQUEST AND JUSTIFICATION

Senator BIBLE. Our next witness I think, Mrs. Van Cleve, will be Mr. Goding, the High Commissioner of the Trust Territory.

Mrs. VAN CLEVE. And he is accompanied by Mr. Akimoto, his budget and finance officer.

Senator BIBLE. We are glad to have you.

For fiscal year 1966, the budget request for the Trust Territory of the Pacific Islands is $17,344,000, a reduction of $156,000 under the amount provided in fiscal year 1965 and under the statutory authorization of $17,500,000. The justification for this request will be included in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The United States has obligated itself, under the terms of a trusteeship agreement with the United Nations, to promote the economic, social, educational, and political development of the Trust Territory of the Pacific Islands. A reappraisal of progress in the Trust Territory of the Pacific Islands. A reappraisal of progress in the Trust Territory in 1961 and 1962 resulted in a determination to upgrade the programs through which the United States, as administering authority, carried out its obligations to the people of Micronesia. The Congress increased the appropriation authorization to $15 million in fiscal 1963 and to $17,500,000 for subsequent years. The first augmented funds became available in May 1963.

ORGANIZATION

The accelerated programs and the expanded services have led to a reorganization of the Trust Territory administration in order to secure more thoroughgoing supervision and coordination of programs. Activities have been reorganized into four major groupings: Community services; public affairs; resources and development; and administration. Each grouping is headed by an assistant commissioner who is accountable directly to the High Commissioner.

The fiscal year 1966 budget request follows the new functional organization. The total amount requested, $17,344,000, is $156,000 less than the estimate for the current year. Many activities, however, show appropriate increases or decreases as a result of the realinement of functions or shifts in relative program emphasis.

The fiscal year 1965 appropriation of $17,500,000 equaled the appropriation authorization, so it was necessary to absorb 100 percent of the 1965 pay increase. This absorption continues in 1966.

EDUCATION

Primary emphasis in the accelerated program development was placed on the elementary and secondary phases of a modernized education program to provide the youth of the territory with an education adequate for life in the modern world. More than half of the 88,000 population is aged 19 or younger. Since the accelerated program began in fiscal year 1963 more than 400 well-equipped elementary classrooms have been put under construction and 121 qualified Americans are teaching in the elementary schools augmenting the efforts of the Micronesian teachers. Some 133 Micronesian teacher-students have attended the teacher-training center at Ponape and full college scholarships for all students, including future teachers, have increased from 43 in fiscal year 1963 to 108 in the current

year. There are 1,400 students in the 6 district high schools whereas in former years the only public high school in the territory served an enrollment of 165.

The fiscal year 1966 education budget of $3,765,500 will continue these programs while accommodating an expected 3,000 increase in elementary enrollment; will allow a modest increase in secondary enrollment but upgrade substantially the course content; will increase the number of teachers at the Ponape training center by 50 percent; will add 5 additional scholarships for college education; and will offer adult education in an organized manner through formal evening classes, village-level instruction, and use of the radio broadcast stations in each district. The capital improvement request for education calls for $655,000 in classrooms, teacher and student housing.

HEALTH

The medical services of the territory have been sharply reoriented from a department headed by one American M.D., and relying solely on medical officers trained at the Fiji Central Medical School, to a department with eight M.D.'s, six of whom are stationed in the districts as full-time clinical supervisors. In the last 3 years three new hospitals have been opened and plans call for replacing three others. Between fiscal year 1963 and 1964 admissions to the 9 general hospitals increased from 8,500 to 9,300 and outpatient cases mounted from 88,400 to more than 100,000. A territory wide mass immunization project is in its second year and efforts are being made for the first time to organize a fully effective preventive medicine program.

The 1966 budget of $2,367,500 will carry forward the medical program and allow for upgrading sanitation and dental services. In 1966 will be the final phase of the vast immunization project and thereafter the immunization program will continue through preventive medicine at a cost of about $40,000 for biologicals and supplies. The funds will also cover increased training for Micronesian medical and paramedical personnel. The capital improvement request of $950,000 provides for the construction of a new hospital at Ponape. The Truk hospital was funded in 1965 and the Yap hospital will be funded in future years.

RESOURCES AND DEVELOPMENT

A more concerted effort is being made in economic development. Despite limited resources, the level of Micronesian economic endeavor can be raised. In 1963 agriculture received a major increase and programs have been strengthened or added to improve copra production, the major export of the territory; cacao; various fiber products; and food production, including rice, vegetables, and beef. Agricultural stations are located in each of the six districts and a farm institute is operated at Ponape. Extension work is an integral part of the program as is plant pathology and insect pest control. Fisheries development forged ahead with the establishment of an American seafood operation at Palau which employs Micronesians in the fishing fleet and ashore. The fisheries development is aimed at increasing Micronesian use of marine resources and, closely related, the building of boats on a commercial scale. Cooperative development has been given emphasis in recent years and Micronesian firms have received contracts totaling $275,000 for furniture manufacture in connection with the accelerated school program.

The 1966 budget of $1,350,000 leaves the agriculture and fisheries operations relativetly unchanged from the current year level. The major increase in resources and development is applied to the economic development operations unit. This unit budgeted at $225,000, is a highly competent unit, designed to provide for the first time long-range economic planning and expert advice on the operation of competitive Micronesian resource projects, both in terms of the intraterritorial potential and export. The unit will also be expected to provide expert advice to Micronesian businessmen endeavoring to establish or expand commercial or manufacturing ventures. The unit will provide both long-term personnel and specialists brought in for specific problems or projects on a short-range basis as may be needed. The establishment of this unit has been recommended by several survey missions which have analyzed the problems of economic development in the territory. The 1966 capital improvement budget contains $150,000 for warehouses and other facilities related directly to the production, processing and storage of Trust Territory products. An additional $650,000 for airfields, roads, and similar public works will have a direct bearing on economic development.

PUBLIC AFFAIRS

Political development has taken a long step forward with the creation of the Congress of Micronesia by the Secretary of the Interior in September 1964. This is the first legislative body to represent all of the islands in the territory and is an evolution of Micronesian advisory bodies established by the High Commissioner in the 1950's. In the last 3 years political development has also progressed with charter revisions for several of the six district legislatures. An important part of the political, as well as social and educational, development is information, and broadcast stations are being established in each of the six districts. Steps have been taken to improve the quality of information material through the appointment of an American information officer and the creation of a literature production center.

The 1966 budget for public affairs of $248,000 provides for compensation, travel, and staff for the new Congress of Micronesia; political development training programs for territorial, district, and municipal officials; funds for the oepration of the six broadcast stations; and printing equipment for the literature production center.

CAPITAL IMPROVEMENTS

Capital improvements shows a change in presentation. Previously, supplies and equipment associated with construction projects (school furniture, for example) were funded as a part of the construction appropriation request. In the 1966 budget equipment charges are attributed to the proper program activity. For comparative purposes in presenting the 1964 actual obligations and the 1965 estimated obligations, purchases of portable or short-lived equipment not an integral part of a completed facility have been reflected within the appropriate program activity.

The funds requested for fiscal year 1966 will continue the drive which began in fiscal year 1963 to move the people of Micronesia into life in the contemporary world. Their interest in education, health and self-improvement is evidence of the need and desire for this move.

Total available, 1964	$15,000,000
Total available, 1965	17,500,000

SUMMARY OF INCREASES AND DECREASES, 1966

High Commissioner's office: To provide for increased staff and related operating costs due to reorganization	157,000
Grants: Net decrease due to reduction in capital improvement requirements offset by increases in operating programs	−313,000
Net decrease, 1966	−156,000
Budget estimate, 1966	17,344,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. High Commissioner's office	$87,992	$105,000			$105,000
2. Judiciary	106,990	155,000			155,000
3. Grants	14,805,000	17,240,000			17,240,000
Unobligated balance lapsing	18				
Total	15,000,000	17,500,000			17,500,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
1. High Commissioner's office	$87,992	$105,000	$262,000	+$157,000
2. Judiciary	106,990	155,000	155,000	
3. Grants	14,805,000	17,240,000	16,927,000	−313,000
Unobligated balance lapsing	18			
Total	15,000,000	17,500,000	17,344,000	−156,000

TABLE I.—*Summary by activity, 1966 fiscal year, with 1964 and 1965 comparative figures*

Category	Actual 1964	1964 carryover to 1965	Estimate 1965	Estimate 1966	Increase (+) or decrease (−)
I. Direct appropriations:					
A. High Commissioner's office	$87,992		$105,000	$262,000	$157,000
B. Judiciary	106,990		155,000	155,000	
Total, direct appropriations	194,982		260,000	417,000	157,000
II. Grants:					
A. Programs, administration and operation:					
1. Community services:					
(a) Medical services	1,400,199		2,120,000	2,367,500	247,500
(b) Education	1,928,597		3,500,000	3,765,500	265,500
(c) Community development	100,253		112,500	100,000	−12,500
Total, community services	3,429,049		5,732,500	6,233,000	500,500
2. Public affairs	130,935		136,400	248,000	111,600
3. Resources and development	873,685		1,115,000	1,350,000	235,000
4. Protection to persons and property	403,040		417,800	434,000	16,200
5. Administration	1,478,991		1,443,300	1,412,000	−31,300
6. Operation, maintenance, transportation, and communications	3,862,251		3,975,000	4,090,000	115,000
7. Other program activities	473,131	[1] $733,977	[2] 1,420,200	1,020,000	−400,200
Total, programs, administration, and operation	10,651,082	733,977	14,240,200	14,787,000	546,800
B. Capital improvements:					
Expenditure		3,220,286	3,999,800	3,340,000	−659,800
Obligations not liquidated	[3] 3,430,861	[4] 4,370,742			
Total, grants	14,081,943	8,325,005	18,240,000	18,127,000	−113,000
Less estimated revenue	799,206		1,000,000	1,200,000	200,000
Net grants required	13,282,737	8,325,005	17,240,000	16,927,000	−313,000
Add direct appropriations	194,982		260,000	417,000	157,000
Total	13,477,719	8,325,005	17,500,000	17,344,000	−156,000

[1] Applies to equipment originally budgeted within 1964 construction program.
[2] Includes $820,000 in equipment originally budgeted within 1965 construction program.
[3] Actual expenditures include 1963 and prior year liquidation of obligations.
[4] Unliquidated obligations carried over into 1965 fiscal year. Will be eventually reflected as a 1965 expenditure.

TABLE II.—*Consolidated activities breakdown of 1966 estimates between nonconstruction and construction items*

	Nonconstruction	Construction	Total estimate, 1966
I. Direct appropriations:			
A. High Commissioner's office	$262,000		$262,000
B. Judiciary	155,000		155,000
Subtotal	417,000		417,000
II. Grants:			
A. Programs, administration and operations:			
1. Community services:			
(a) Medical Services	2,367,500	$950,000	3,317,500
(b) Education	3,765,500	655,000	4,420,500
(c) Other community services	100,000		100,000
Subtotal	6,233,000	1,605,000	7,838,000
2. Political development, public information, and other public affairs	248,000		248,000
3. Resources management and development	1,350,000	150,000	1,500,000
4. Protection to persons and property	434,000		434,000
5. Administration	1,412,000	485,000	1,897,000
6. Operations, maintenance, transportation, and communications	4,090,000	1,100,000	5,190,000
7. Other program activities	1,020,000		1,020,000
Subtotal	14,787,000	3,340,000	18,127,000
Less: Estimated local revenues	1,200,000		1,200,000
Estimated net grants required	13,587,000	3,340,000	16,927,000
Add: Direct appropriations	417,000		417,000
Total estimate, fiscal year 1966	14,004,000	3,340,000	17,344,000

TABLE III.—*Statement of estimated revenue by source*

Source of revenue	Actual 1964	Estimate 1965	Estimate 1966	Increase or decrease (−)
Public health department: Medical and dental fees	$58,434	$65,000	$75,000	$10,000
Public works department:				
Building, land, and dwelling rental	94,463	200,000	225,000	[1] 25,000
Equipment rental	3,304	30,000	30,000	
Garage and service charges	26,976	100,000	100,000	
Stevedoring and cargo handling	178,679			[2]
Total, public works	303,422	330,000	355,000	25,000
Utility services:				
Sale of power	32,104	52,000	55,000	3,000
Sale of water	10,974	7,000	7,000	
Telephone fees	2,382	1,000	1,000	
Total, utility service income	45,460	60,000	63,000	3,000
Communications: Commercial cable revenue	49,061	60,000	65,000	5,000
Agriculture department: Agriculture products sales	10,531	30,000	30,000	
Transportation service: Sea transportation			200,000	[3] 200,000
General revenues: Internal revenue	4,306	10,000	10,000	
Copra processing tax	146,855	250,000	250,000	
Cigarette tax	63,673	75,000	75,000	
Licenses, fines, and forfeitures	3,691	8,000	8,000	
Trochus royalties	2,974	5,000	5,000	
Interest earned	61,652	50,000		[4] −50,000
Scrap metal sales and royalties	10,270	17,000	17,000	
Discount earned		5,000	5,000	
Sales of trust territory property	12,213	15,000	15,000	
Miscellaneous, not classified	26,664	20,000	27,000	7,000
Total, general revenues	332,298	455,000	412,000	−43,000
Total revenue applied	799,206	1,000,000	1,200,000	200,000

EXPLANATION OF PRINCIPAL INCREASES AND DECREASES

[1] The $25,000 increase in building, land, and dwelling rental will result from the larger number of housing units to be available in 1966 fiscal year.

[2] No revenue from this source is reported in 1965 and 1966 fiscal year because of a change in procedure whereby income is offset against costs.

[3] This is the estimated rebate of profit from the Pacific Micronesian Line Sea Transportation System that will be earned in 1965 fiscal year. These revenues, if any, will be realized only after earned.

[4] The decrease of $50,000 in interest earned is caused as a result of a change in the 1965 fiscal year appropriation language which puts the appropriation on a no-year basis.

I. Direct Appropriations

A. High Commissioner's office

Fiscal year 1965, $105,000; fiscal year 1966, $262,000; increase, $157,000.
The estimate for this office is broken down as follows:

	1965	1966	Increase (+) or decrease (−)
Personnel compensation and benefits	$88,000	$202,000	$114,000
Travel and other transportation	14,000	44,450	30,450
Supplies, materials, and equipment	3,000	15,550	12,550
Total	105,000	262,000	157,000

The amount requested covers salaries for the high commissioner, the deputy high commissioner, four assistant commissioners, salaries for their secretarial staffs, and essential administrative expenses for operation of the high commissioner's office.

The $157,000 increase provides for four new assistant commissioners at grade GS–16 heading the following realined functional activities: Community services, public affairs, resources and development, and administration. This reorganization of activities was made in late calendar year 1964 to permit better coordination of and supervision over the expanded development programs launched in fiscal year 1963 when the level of appropriations was doubled. These major divisions are the key to effective administration of trust territory programs and the positions of assistant commissioner are being established at GS–16 in recognition of their major administrative responsibilities and service as a top-level decisionmaking cabinet. As second in line of authority, and with a proportionately augmented role in the markedly larger programs now being instituted in the Trust Territory, the deputy high commissioner position is being recommended for reallocation to the GS–17 level during the budget year. The increase in funds requested for fiscal year 1966 is partially offset by the elimination elsewhere in the budget of such staff positions as executive officer and program officer, whose duties have been merged with assistant commissioner functions.

B. Judiciary

Fiscal year 1965, $155,000; fiscal year 1966, $155,000; no change.
The estimate for this office is broken down as follows:

	1965	1966	Increase (+) or decrease (−)
U.S. personnel compensation and benefits	$75,000	$75,000	----------
Micronesian judges and clerk of courts (including part-time per diem employees)	55,000	60,000	$5,000
Travel and transportation	20,000	15,000	−5,000
Supplies, materials, and equipment	5,000	5,000	----------
Total	155,000	155,000	----------

A chief justice, responsible to the Secretary of the Interior, administers the judicial program for the Trust Territory. Provision is made here for his salary, salaries of an associate justice, three court reporters, and other secretarial and clerical staff; 25 full-time Micronesian judges and clerks who serve part time and who are paid on a per diem basis only when on duty and when court is in session.

II. Grant Funds

A. Programs, administration and operation	$13,587,000
B. Capital improvement	3,340,000
Total	16,927,000

A grant of $16,927,000 is required for fiscal year 1966. Supplemented by local revenues this grant will enable the administration to fulfill the obligation of the United States to meet the great and challenging responsibility for development of the people and resources of the Trust Territory with accelerated social, political, and economic programs commensurate with the responsibilities of U.S. stewardship.

The requested funds will carry forward the acceleration in all levels of education; it will permit continued improvements to public health; it will enable the institution of essential economic development programs; it will continue development in the important areas of political and social growth; and it will support administrative and logistic activities essential for efficient administration of the area.

A. Programs, Administration, and Operations

1. Community services

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Medical services	$2,120,000	$2,367,500	$247,500
(b) Education	3,500,000	3,765,500	265,500
(c) Community development	112,500	100,000	−12,500
Total	5,732,500	6,233,000	500,500

The community services sector represents the major program activity of the Trust Territory administration encompassing the vital education and medical services and community development program areas. More than one-third of the total budget falls in this area. The assistant commissioner for community services exercises overall coordination and supervisory control over the important and closely related programs of this sector.

(a) Medical services

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(1) Medical administration	$269,000	$355,200	$86,200
(2) Hospitals	1,261,000	1,347,800	86,800
(3) Out-island services	250,000	275,000	25,000
(4) Sanitation services	85,000	92,500	7,500
(5) Dental services	135,000	140,000	5,000
(6) Medical education and special training	70,000	107,000	37,000
(7) TT Nursing School	50,000	50,000	
Total	2,120,000	2,367,500	247,500

The Trust Territory medical services programs were reoriented in fiscal year 1965 toward updating the entire program, fully discharging the responsibility to prevent disease and give adequate medical care to the 88,000 people of the territory. Significant changes have been made in the organization of the medical services department. It has developed from a one M.D. program, the director of medical services, to a point where there are eight M.D.'s (the director, assistant director, and a clinical supervisor in each district). Emphasis is now being placed on an ongoing preventive medicine program as well as upgrading medical care.

The trust territory is responsible for the total health program of Micronesia. There are no private physicians, no drugstores, and no other source for prevention and teatment of disease, or the preservation of health. The $247,500 increase is intended to continue the drive toward more adequate care and the development of preventive medicine.

(1) Medical administration

Fiscal year 1965, $269,000; fiscal year 1966, $355,200; increase, $86,200.

This increase is needed for additional specialists on the staff of the director of medical services in the areas of preventive medicine and medical care. This

provides for an administrative assistant to the director, a public health epidemiologist, veterinarian, sanitary engineer, and a health educator, with their staffs. In addition, the director of dental services and the nursing supervisor were rebudgeted in 1965 on the immediate staff of the director rather than within the dental department and the Trust Territory nursing school.

The $355,200 includes a $60,000 medical emergency fund for use in meeting epidemics and unforeseen emergencies, and $65,700 for special consultants from outside the Trust Territory organization.

(2) Hospitals

Fiscal year 1965, $1,261,000; fiscal year 1966, $1,347,800; increase, $86,800.

The increase of $86,800 is due to the increasing caseloads and the rising costs of medical supplies and materials, salary increases, and population growths. The hospitals are major health centers including outpatient clinics.

In fiscal year 1964 the 9 general hospitals, with a total of 469 beds, had 9,312 admissions, of which 7,356 were medical, surgical, and general, and 1,841 were obstetrics. This is an increase of 11 percent over the 8,497 total admissions in fiscal year 1963. The number of cases of diseases and injuries treated in outpatient clinic increased 13 percent fom 88,410 in fiscal year 1963 to 100,122 in fiscal year 1964.

Funds are provided within this area for a U.S. senior medical officer on each district hospital staff; the operation of the new polio rehabilitation clinic at Majuro; the three enlarged field hospitals at Rota, Kusaie, and Ebeye, which supplement the 6 general hospitals at each district center; and $100,000 in new capital equipment to replace wornout obsolete war surplus hospital equipment. Included also are the district medical officers in charge with their medical and administrative staffs.

(3) Out-island services

Fiscal year 1965, $250,000; fiscal year 1966, $275,000; increase, $25,000.

The $25,000 increase provides $5,000 in in-grade salary increments; $15,000 for additional supplies, especially medicines; and $5,000 for equipment. The budget request of $275,000 covers the cost of operating and maintaining approximately 130 field dispensaries scattered throughout the outer islands of the trust territory. The dispensaries provide immediate first aid and limited medical treatment through the services of Micronesian health aides. One hundred thousand dollars of the total request will cover the third and last year of a crash immunization program for the total population of the territory and will provide for special serums for typhoid, paratyphoid, diptheria, tetanus, smallpox, BCG, poliomyelitis, and cholera. It is anticipated that the "crash" phase of this program will be completed in fiscal year 1966 and thereafter the ongoing immunization program will continue through the preventive medicine program at an estimated annual cost of $40,000 for biologicals and supplies. Of the remaining $175,000 of the 1966 request, $120,000 is needed for personal services and $55,000 will cover medicines, other supplies and equipment, and travel.

(4) Sanitation services

Fiscal year 1965, $85,000; fiscal year 1966, $92,500; increase, $7,500.

The increase of $7,500 is to cover the cost of an increasing program in the field of general sanitation, which includes pest eradication, rodents, flies, mosquitoes, public education, and the purchase of essential equipment and supplies. This work will be supplemented by the plans developed by the new sanitary engineer who is included on the director's administrative staff. Seven thousand five hundred dollars is required for normal salary increases of the field sanitation staff and additional sanitation supplies and equipment.

(5) Dental services

Fiscal year 1965, $135,000; fiscal year 1966, $140,000; increase, $5,000.

The increase of $5,000 is required to meet the rising costs of dental care including preventive care, oral hygiene, and dental surgery. The new director of dental services on the medical administrative staff will have the responsibility of upgrading general standards in this area. There are 20 dentists and 26 dental hygenists in dental services.

(6) Medical education and training

Fiscal year 1965, $70,000; fiscal year 1966, $107,000; increase, $37,000.

The increase is required to permit more students to study in medical and paramedical fields and to provide continued training for those presently on duty.

In fiscal year 1965, 13 students were sponsored at Suva, Fiji; 7 at U.S. colleges and universities; 8 at the College of Guam; and 6 at the University of the Philippines. Additionally, 18 medical officers and nurses received training at the East-West Center in Honolulu. In fiscal year 1966 it is planned to grant 12 to 13 additional scholarships plus the initiation of a program with a U.S. medical school whereby 2 practioners a year will begin work toward an M.D. degree. Postgraduate dental training in prosthodontics and oral surgery is also planned. As part of the new approach in medicine it is anticipated that most students in the future will be trained in the United States. The cost per student in the United States will be $2,000 or more, depending upon the location of the school, plus transportation.

(7) *Nursing school*

Fiscal year 1965, $50,000; fiscal year 1966, $50,000; no change.

The Trust Territory nursing school, which provides the only source for Micronesian nurses, presently has an enrollment of approximately 30 students. With construction of new facilities for the school at Saipan under consideration, it is anticipated that the future enrollment will reach 50.

(b) Education

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(1) Education administration	$271,232	$280,726	$9,494
(2) Secondary education	842,395	929,314	86,919
(3) Elementary education	1,907,618	2,036,350	128,732
(4) Scholarships and special training	398,281	420,294	22,013
(5) Adult education	80,474	98,816	18,342
Total	3,500,000	3,765,500	265,500

Reassessment of education in 1962 demonstrated conclusively that this important area was far behind the needs of the territory. The elementary school program was supported by the villages which could not finance buildings, equipment, or instructional supplies and frequently paid no salaries to the teachers. The 566 elementary teachers were the product of these schools and had an average of 9 years of schooling.

A very small percentage of village elementary school graduates was selected to attend the 6 intermediate schools which in fiscal year 1962 had a total enrollment of 1,165. These schools were generally housed in dilapidated facilities with little equipment and with inadequately prepared teachers. Some instruction was in poor English; most was in the language of the district. A few intermediate school gradutes were selected to attend the one public high school, the Pacific Islands Central School on Ponape, with an average enrollment of 165.

The goals of the new education program are—

1. Universal free education through grade 12;
2. Compulsory education for ages 6 through 15;
3. Opportunities beyond high school in technical, professional, and trade fields for all interested and capable persons;
4. The establishment of English as the language of instruction in all schools; and
5. Practical adult education for those beyond school age.

An overall total of 522 new elementary classrooms and 255 teacher houses were required for the first phase of rehabilitation of the elementary school system. More than 100 classrooms are finished or substantially finished and 300 are scheduled for completion by the end of fiscal year 1965. Elementary teaching staffs have been supplemented by the addition of 121 American teachers; English is the language of instruction in many classes; 133 Micronesian teachers have attended the teacher-training center established in Ponape in fiscal year 1963; and better supervision and direction of teaching at all levels has been established.

High schools have been established in each district center to provide increased educational opportunities for the youth of the territory; some 1,430 students are currently enrolled in grades 9 through 12. American staff in these schools have been increased from 9 to 57. College scholarships have increased from 43 in fiscal year 1963 to 108 in the current year. An additional 41 College of Guam students are partially supported by the payment of tuition and fees.

Although a substantial start has been made to achieve the new education goals, much remains to be done. Approximately half of the 88,000 population is under the age of 20. The increase of $265,500 over fiscal year 1965 will be required to advance the several programs toward achievement of the education goals.

(1) Education administration

Fiscal year 1965, $271,232; fiscal year 1966, $280,726; increase, $9,494.

The increase is needed to meet United States and Micronesian salary increments and to provide one additional clerk, $4,494; for increased travel to the six districts, $1,000; supplies, $2,000; and printing of materials for distribution to the districts, $2,000.

Before the accelerated program was inaugurated, the headquarters staff consisted of the director and an assistant. To provide for direction of the accelerated program, the following positions at headquarters have been established: Director, assistant director, coordinators of elementary, secondary, and adult education; supervisors of the English language program and of library services; and an administrative assistant for the scholarship program. The administration budget includes $115,216 for the six district educational administrators and their staffs. As the education program grows in future years, additional staff will be required for such services as research and statistics, audiovisual aids, student guidance, and coordination with nonpublic schools.

(2) Secondary education

Fiscal year 1965, $842,395; fiscal year 1966, $929,314; increase, $86,919.

The $86,919 increase provides $19,500 for salary increases and the employment in each district of one Micronesian teacher newly returned from college; $7,340 for instructional material to meet estimated enrollment increases; $5,720 for instructional material to improve existing courses; and $10,319 in supply and equipment purchases to upgrade existing courses. Seventy-five percent of high school students are boarding students and $44,040 of the increase will go to improvements in the boarding school program and to meet increased boarding costs.

During the past 3 years, the secondary education program increased from 1 public high school with a 165-student enrollment to 6 high schools with an enrollment of 1,430 students in grades 9 through 12. This is a small part of the potential enrollment if facilities were available. The fiscal year 1966 budget will permit a modest enrollment increase of about 367 students but future enrollment is expected to grow to approximately 3,500 students by 1969. During the present fiscal year, plans will be developed for needed expansion of present high school facilities and construction of additional facilities.

(3) Elementary education

Fiscal year 1965, $1,907,618; fiscal year 1966, $2,036,350; increase, $128,732.

The increase includes $11,500 for salary increments to the American teachers and $44,000 for salary increments for Micronesian teachers. The enrollment of an estimated 3,000 new students in fiscal year 1966 will require an additional expenditure of about $73,000 to cover operational and instructional supplies, library books, text books, and new equipment and equipment repairs.

Elementary enrollment is rising rapidly and is expected to increase from 19,000 is fiscal 1965 to 22,000 in 1966. The 1965 enrollment is higher than previously estimated because of the addition of grades 7 and 8 to the elementary system; the attraction of the new teachers and classrooms to students not previously in attendance; and the greater retention of students. The new classrooms currently in use and those under construction are fully equipped with adequate supplies and instructional materials. Where formerly no Americans taught in the elementary schools, 121 are teaching in the current year. The salaries of Micronesian teachers have been assumed by the Trust Territory government. In future years, further additions in teaching staff and classrooms will be required to maintain the improved education program.

(4) Scholarships and special training

Fiscal year 1965, $398,281; fiscal year 1966, $420,294; increase, $22,013.

The increase provides $12,000 to support an additional 30 students at the Micronesian Teacher Education Center and $10,000 to support 5 additional college scholarships.

The scholarships and special training activity includes the MTEC, established at Ponape in fiscal year 1963. The initial enrollment was 25 teachers; fiscal

year 1965 enrollment stands at 60 and an increase to 90 teachers is planned for fiscal year 1966. The MTEC is operated under a contract with the University of Hawaii which provides staff members for the center. Fiscal year 1966 MTEC costs, including student subsistence, will be $127,500. The Guam Dormitory is financed through the general scholarships program and was made necessary since the College of Guam has no dormitory facilities. Cost of the dormitory operation are estimated at $70 per student per month for a total of $67,672 for fiscal year 1966.

The general scholarship program provides transportation, tuition and fees, books, a clothing allowance, and monthly subsistence for qualified students at colleges and universities. In fiscal year 1963, full college scholarships totaled 43; in fiscal year 1965, they totaled 108: 58 students are at Guam; 19 in the Philippines; 23 in Hawaii; and 8 on the U.S. mainland. Partial scholarships, tuition, and fees only are granted to an additional 41 students on Guam. The improved secondary education system will add to the number of qualified students seeking college-level education.

(5) *Adult education*

Fiscal year 1965, $80,474; fiscal year 1966, $98,816; increase, $18,342.

The increase of $18,342 will provide for additional materials, travel, and the salaries of local teachers in the program.

The primary objectives of the program are: (1) to bridge the educational gap between the older people of Micronesia and the young people benefiting from the improved elementary and secondary education programs; (2) to provide higher educational opportunities for those unable to take advantage of the public school system but who wish to qualify for advancement in employment; and (3) to provide to older people instruction in many practical skills needed to improve standards of living, including increased literacy.

Prior to fiscal year 1965, little was done in an organized way in adult education. Some courses were given by several departments but it is difficult to estimate the number of adults who participated. In 1965, a coordinator of adult education and four district supervisors were appointed and work began to develop formal evening classes, outlying village-level instruction, and an instructional program using the radio-broadcast stations. By fiscal year 1966, it is estimated that 1,800 adults will be participating in formal evening classes in district centers; 4,500 in organized instruction in the villages and that some 20,000 adults will be getting instruction by way of the radio programs.

(c) *Community development*

Fiscal year 1965, $112,500; fiscal year 1966, $100,000; decrease, $12,500.

This activity was fromerly called commerce and community development and the decrease reflects the redistribution to other program areas of certain non-community-development-related activities. The funds requested will permit the continuation of the program at the current level. It is a direct-action program designed to give Micronesians experience in organizing and managing community-action programs for self-help projects. Projects are designed to raise the standard of living by improving the health, social, and economic environment of villages. Since the program began in fiscal year 1962, seven such projects have gotten underway including environmental sanitation projects, a youth corps, a handicraft guild, and typhoon rehabilitation projects. The headquarters staff consists of an American women's interest officer, and clerical staff. Compensation for about 16 Micronesian employees at the district level amounts to $23,000. Some 18 village-level resident supervisors receive from $10 to $20 monthly for a total of approximately $4,000.

2. Public affairs

	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Public affairs office expense	$31,400	----------	−$31,400
(b) Political affairs	25,000	$55,000	30,000
(c) Legislative expenses	10,000	50,000	40,000
(d) Public information and broadcasting	42,000	92,000	50,000
(e) Literature production office	28,000	51,000	23,000
Total	136,400	248,000	11,600

The assistant commissioner for public affairs provides coordination and direction to the areas of political development; the informational services program, including broadcasting services; and to research and international agency coordination.

(a) *Public affairs office expense*

Fiscal year 1965, $31,400; fiscal year 1966, 0; decrease, $31,400.

The decrease of $31,400 is due to the transfer of the salary of the former program officer and his office expenses to appropriated funds in the assistant commissioner category under the High Commissioner's office. The functions of the former program office have been absorbed into the office of the assistant commissioner for public affairs.

(b) *Political affairs office*

Fiscal year 1965, $25,000; fiscal year 1966, $55,000; increase, $30,000.

The $30,000 increase results from the redistribution of funds formerly budgeted within the district administrations at the district level. This $30,000 is allocated among the six districts and provides for salaries, administrative and operating expenses of district administration political affairs sections.

Costs of operating the headquarters political affairs office remain at the $25,000 level of fiscal year 1965, although a realinement of staff makes possible an expansion of activities of the three political affairs officers, two of whom are qualified Micronesians. The funds will also cover administrative costs and will provide for a training program for district political affairs staff, elected and appointed officials of municipal and district legislative bodies, and for officials and staff of the newly established Congress of Micronesia.

(c) *Legislative expense*

Fiscal year 1965, $10,000; fiscal year 1966, $50,000; increase, $40,000.

An increase of $40,000 is needed to meet the costs of the Congress of Micronesia, which was established by the Secretary of the Interior on September 28, 1964. This is the culmination of a political development process which began with an appointed advisory committee in 1956 and evolved into the advisory "Council of Micronesia" in 1961. Elections for the new congress are scheduled for January 19, 1965. The congress will be a two-house body made up of a 12-member house of delegates and a 21-member general assembly, the latter apportioned among the six districts on the basis of population. Regular annual sessions of 30 days maximum will be held, the first of these in July 1965.

The $50,000 is required for compensation of congress members, travel and per diem costs, salary and expenses of a full-time legislative counsel, the clerical and staff expenses of the congress, and for the publication expenses of the official journal of proceedings.

(d) *Public information and broadcasting*

Fiscal year 1965, $42,000; fiscal year 1966, $92,000; increase, $50,000.

The public information and broadcast office is responsible for the distribution of information on the trust territory and for preparation of reports for submission to other government and international agencies. These include the annual report to the Secretary of the Interior and the annual report to the United Nations as well as periodic reports and the information bulletin, the Micronesian Reporter. The broadcast activity includes the operations of the district broadcast stations and a headquarters coordinating and programing section.

The $50,000 increase includes $42,000 in district broadcast activities formerly budgeted in the offices of the district administrators. The $42,000 covers in each of the six district broadcast stations the salaries of a station manager, a program director and from 3 to 6 announcers, depending upon station activity. The fund also covers essential program material, tapes, records, and other items needed for operation of a small broadcast station.

An increase of $8,000 is required for the headquarters broadcast information center. The center, established in fiscal year 1965, serves as a central depository for taped programs, provides technical services in radio programing and produces supplementary program material for the district broadcast stations. The $3,000 will finance materials for programing, supplies and equipment.

In the public information section, $42,000 is required to cover salaries of an American public information officer, a Micronesian information officer, an American information and research specialist, secretarial and clerical assistance, salaries of two Micronesian Broadcast Center staff, and administrative expenses.

Included are printing costs of the Micronesian Reporter and other official reports produced by this section. An official photographic file is maintained and funds are included for photographic equipment and the printing of photographs.

(e) *Literature production center*

Fiscal year 1965, $28,000; fiscal year 1966, $51,000; increase, $23,000.

The increase of $23,000 is required to develop a territorial printing facility. $20,000 of the increase is for the purchase of printing equipment and is a nonrecurring item.

At present all printing is done outside the territory. Printing costs are approximately $40,000 annually. The territorial facility will enable printing to be done more expeditiously and will enable a greater amount of material to be obtained for the same expenditure.

In fiscal year 1963 the literature production center was established to produce material of various kinds including text material in English and the several Micronesian languages. Many such materials must be specially written to take into account the particular circumstances of the territory. In fiscal year 1964 a specialist in literature production was appointed and provision was made for Micronesian personnel. A survey of the territory's printing needs was begun. During fiscal year 1965 materials are being brought to the "ready for press" stage and then sent outside for printing. A $10,000 revolving fund was established to finance this operation and to facilitate cost controls. Training programs for future Micronesian staff have been instituted. The establishment of the printing facility is the next step in this program.

3. Resources and development

	Estimate 1965	Estimate 1966	Increase or decrease (—)
(a) Agriculture	$750,000	$750,000	
(b) Economic development	186,100	400,000	$213,900
(c) Office of land management	157,200	175,000	17,800
(d) Transportation administration office	21,700	25,000	3,300
Total	1,115,000	1,350,000	235,000

The intensified efforts now underway to develop the economy of the territory demand a unified resources and development sector which can insure coordination of all economic projects whether they fall in agriculture, small scale industrial enterprise, fisheries development, cooperative growth or other spheres of economic enterprises. The assistant commissioner for resources and development is responsible to the High Commissioner for supervision and coordination of these programs, the work of the office of land management and the activities of the transportation administration office.

(a) *Agriculture*

Fiscal year 1965, $750,000; fiscal year 1966, $750,000; no change.

The fiscal year 1966 agriculture budget will be distributed as follows:

Headquarters	$85,000
District agriculture stations	360,000
Development and promotional programs	305,000
Total	750,000

The fiscal year 1966 budget contains no increase but will continue the agriculture program at essentially the 1965 level. The agriculture department has two basic goals: the development of agricultural products for local consumption, and the development of exportable crops and farm products to increase the cash income of the people of the area. The coconut is the main source of income and copra exports of 13,828 tons in 1964 with a value of about $2 million were the major source of income from an export product. A 10-year coconut improvement program begun in 1959 calls for 300,000 selected seednuts being planted each fiscal year. Cocao has been introduced and production has almost doubled in each of the years 1960–64 with 30,000 pounds exported in 1964. Cacao is envisioned as the second most important cash crop. Other new crops include pepper which has produced approximately 3,000 pounds during the last 2 years; ramie with

20 acres producing 70,000 pounds with an estimated export value of $14,000 being planted in 1965; rice; vegetables and fruit; coir fiber products (coconut husk fibers); cattle and other livestock programs.

In conjunction with development and promotional programs, the agriculture department carriers out an extensive program of extension work, including demonstration farming, and a program of plant disease and insect pest control and eradication. Programs of disease and pest control and eradication are necessary if farmers are to receive economic returns. Work on control of coconut predators, giant African snails, fruit flies, and other destructive pests and diseases is under the direction of the staff entomologist and plant pathologist.

Extension work is handled by the six agricultural development stations headed by qualified American agriculturists and assistant agriculturists. There are 90 Micronesian extension agents. An important part of agricultural education is the Farm Institute at Ponape with an annual enrollment of about 24 students. During fiscal year 1965 about eight extension publications will be issued and a like number is planned for fiscal year 1966. In addition to the 12 agriculturists funds are provided for the director, assistant director, staff entomologist, staff forester, plant pathologist, superintendent of the Farm Institute, and the rice agronomist.

(*b*) *Economic development*

Fiscal year 1965, $186,100; fiscal year 1966, $400,000; increase, $213,900.

The fiscal year 1966 economic development budget will be distributed as follows:

(1) Economic development operations unit	$225,000
(2) Economic development and cooperative development administration	76,700
(3) Fisheries program	83,300
(4) Boatbuilding program	15,000
Total	400,000

The increase of $213,900 is needed to provide for a more intensive effort to develop Micronesian agriculture, industrial and commercial enterprises, and is applied to the newly established economic development operations unit.

(1) An economic development operations unit was established in fiscal year 1965 to provide essential leadership, stimulus, and guidance in the overall economic development program. The establishment of this unit followed recommendations made by various visiting missions and survery groups who had analyzed economic problems of the territory. The unit is to prepare and maintain an economic plan based upon increasing use of Micronesian resources; prepare market analyses and feasibility studies of commodity production; provide advisory services regarding capital improvements with economic impact; provide advisory services to Micronesian and other investors; and provide technical and managerial assistance to Micronesian businessmen. The unit is intended to be established through a contract with an American economic development firm. It will combine planning and implementation of projects. The flexibility of the contract will give the trust territory access to a wider range of expertise than would otherwise be possible.

(2) The $76,700 requested for economic development administration and cooperative development administration includes funds for compensation of the staff economist, a Micronesian economic development officer, and for necessary secretarial and clerical help. Also included are the funds for the cooperative section, which provides for a senior cooperative officer and three district fieldmen. The cooperative movement has gone ahead steadily in the trust territory with three major cooperatives in fishing, boatbuilding, and handicraft in Palau; two construction cooperatives in Ponape and Saipan; and a merchandising cooperative in Yap. In addition, 22 credit unions have been formed. Contracts totaling almost $275,000 have been awarded to the Palau Handicraft & Woodworkers' Guild and to the Micronesian Construction Co. for the manufacture of about 30,000 pieces of furniture for use in the new elementary school construction program.

(3) (4) The territory's fishing and boatbuilding program is presently centralized in Palau. A commercial seafood and packing company commenced operations in Palau late in fiscal year 1964 with a fleet of tuna boats. Palauan fishermen presently comprise 50 percent of their crews with the industry also creating new jobs for Micronesian labor ashore. The Palau Boatbuilding & Drydocking Association is moving ahead with contracts for both Government

and private boat construction, this cooperative being assisted by an American boatbuilder employed under contract.

(c) *Office of land management*

Fiscal year 1965, $157,200; fiscal year 1966, $175,000; increase, $17,800.

An increase of $4,000 is needed to cover salary increments. The remainder of the increase, $13,800, in this office is to provide at headquarters for a land management officer at a salary of $10,000; a clerk-typist at a salary of $1,400, and for travel and office expenses of $2,400. The salary of the chief surveyor and cartographic engineer, who will also join the office, is included in the 1965 level of funding.

Prior to fiscal year 1966, the office of land management was a part of the attorney general's office where an assistant attorney general served as land and claims administrator and program emphasis was placed on settlement of land claims and disputes. Because approximately 60 percent of all land in the trust territory is owned by the Government, proper land management and development is vital to a well-rounded economic development program. Popular pressure has been mounting for expanded homesteading and other land development programs. Transfer of the land management office to the resources and development program and recruitment of the land management officer is intended to add emphasis to the management and development of Government lands to meet Micronesian needs.

Each district also has a land management office which carries out title determinations, surveying and verifying boundaries, homesteading programs and implementation of the various recommendations of the district land advisory boards, particularly with respect to use of public lands. The district land management offices are staffed with land title officers, surveyors where necessary, and other essential administrative, clerical, and technical assistants.

(d) *Transportation administration office*

Fiscal year 1965, $21,700; fiscal year 1966, $25,000; increase, $3,300.

An increase of $3,300 is required for operation of the transportation administration office which coordinates the surface (sea) transportation of the territory with special emphasis upon assistance to private shipping organizations. The increase required covers primarily the increased travel and per diem costs of the transportation officer and administrative and clerical costs of his office.

The operational costs of sea and air transportation services are covered within section 6, "Administration and operations for transportation services." Only the salary and travel requirements of the American transportation officer, and clerical assistance, are included within the $25,000 figure.

4. Protection to persons and property

	Estimate 1965	Estimate 1966	Increase or decrease (−)
(a) Office of the attorney general	$86,600	$90,000	$3,400
(b) Public safety	297,200	310,000	12,800
(c) Public defender	34,000	34,000	
Total	417,800	434,000	16,200

(a) *Office of the attorney general*

Fiscal year 1965, $86,600; fiscal year 1966, $90,000; increase, $3,400.

Of the $3,400 increase, $2,135 is needed to cover normal annual salary increases and $1,265 is needed to cover office and printing expenses incident to preparing code amendments, new in mimeograph form, for inclusion in the trust territory code. Headed by the attorney general of the trust territory, this office provides comprehensive legal services and assistance to the high commissioner and his staff at headquarters and throughout the trust territory. This includes the drafting of laws and amendments, executive orders and other regulations having the force and effect of law, drafting or reviewing contracts for legal sufficiency, and all other documents of a legal nature.

The attorney general is assisted by two American assistant attorneys general, and a Micronesian assistant attorney general. In addition, the immediate staff of the attorney general includes two American secretaries and two Micronesian clerical assistants.

The expenses of the district attorney are also included in this budget because he functions under the direction of the attorney general. The district attorney represents the government in all matters, civil and criminal, in which the government is a party. A significant portion of the district attorney's expenses is in travel.

(b) Department of public safety

Fiscal year 1965, $297,200; fiscal year 1966, $310,000; increase, $12,800.

Salary increments account for $7,400 of the $12,800 increase in this department. Replacement of uniforms and equipment has not kept pace with turnover and obsolescence in the past. An average of $32.40 per department employee is required for equipment and uniform replacement. There are 167 employees in the department which provides protection to persons and property in a literal sense as the unit is responsible for both police and fire protection throughout the trust territory. The district constabulary and fire departments and the office of the director of public safety at headquarters make up this department.

At Saipan it has been necessary to include a special guard complement to patrol areas known as Marpi and Kagman because of the high incidence of unexploded explosives in the areas, both as residue from World War II and from more recent military training programs. During recent months, several accidents have occurred that make control imperative.

In addition to necessary equipment, supplies, and salaries, funds are provided for intensive and continuing training in all aspects of law enforcement, public safety, and combating juvenile delinquency. Selected members of the constabulary serve as district prosecutors, and funds are provided for the formal and intensive training courses received by these district prosecutors.

(c) Public defender

Fiscal year 1965, $34,000; fiscal year 1966, $34,000; no change.

The office of the public defender is headed by an American attorney who provides legal representation for the people of the trust territory, mainly those charged with a crime. In addition to the public defender, Micronesian public defender representatives are employed in each of the districts, some with assistants. They are trained to carry out legal defense in courts, as well as legal counseling on matters criminal or civil in nature. The budget provides, in addition to the salaries of the above, funds for travel, witness fees, materials, supplies and equipment.

5. Administration

	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
(a) Office of district administrators	$340,900	$300,000	−$40,900
(b) Administrative services	276,300	276,300	
(c) Budget, fiscal and audit	258,000	258,000	
(d) Personnel office	63,400	66,700	3,300
(e) Property and supply	386,900	390,000	3,100
(f) Guam liaison office	75,800	77,000	1,200
(g) Special projects office	42,000	44,000	2,000
Total	1,443,300	1,412,000	−31,300

(a) Office of the district administrators

Fiscal year 1965, $340,900; fiscal year 1966, $300,000; decrease, $40,900.

A decrease of $40,900 results from a better realinement of functions of certain activities previously comingled here. Many of the costs previously included within this category have been budgeted for within the administrative services, public affairs, and resources areas in 1966. For fiscal year 1966 this activity will cover the expenses of the district administrator in each district, his immediate administrative staff, including the assistant district administrators, secretarial, clerical, and other assistants, and their necessary equipment, supplies, and travel requirements.

(*b*) *Administrative services*

Fiscal year 1965, $276,300; fiscal year 1966, $276,300; no change.

The administrative services functions for the territory are budgeted as follows:

(1) Headquarters administrative services	$79,400
(2) District administrative services	196,900
Total	276,300

Of the total increase of $23,700, $10,600 is required for the headquarters operations; and $13,100 is distributed among the six districts at an average of a little more than $2,000 per district. At headquarters, $1,800 is required for normal salary step increases; $5,000 for the stocking of additional common use administrative supplies; $2,000 for the replacement of equipment; and $1,800 for increased cable costs. The $10,600 for the districts is for increased costs in the areas described above.

The administrative services activity maintains office supplies and issues to most departments at headquarters and performs the same function at the district level. Both at headquarters and in the districts, this activity performs mail and file services, steno and typist pools, duplicating services, employee housing assignments, immigration and counselor services, as well as certain personnel services outside the jurisdiction of the personnel department.

(*c*) *Budget, fiscal and audit*

Fiscal year 1965, $258,000; fiscal year 1966, $258,000; no change.

This activity is budgeted in 1966 as follows:

(1) Comptroller's office at headquarters	$178,000
(2) District finance offices	80,000
Total	258,000

Headed by the comptroller at headquarters this activity performs the budgeting, accounting, collections, and disbursement functions for the trust territory. The internal auditor's office is budgeted for under this activity, although organizationally the auditor is accountable to the high commissioner.

At the district level finance and budgeting services are provided each district by the finance office, headed by Micronesian finance officers, who are accountable to the district administrators.

(*d*) *Headquarters personnel office*

Fiscal year 1965, $63,400; fiscal year 1966, $66,700; increase, $3,300.

The increase of $3,300 is required to meet normal salary increases and to provide for increased travel, per diem, and office equipment.

This office is headed by a personnel officer and administers a comprehensive personnel program for the territory, which includes more than 400 civil service personnel, and additional U.S. personnel under personal services contracts. These are primarily elementary and secondary school teachers. There are also more than 3,000 Micronesian employees as of fiscal year 1965. U.S. employment has risen from 222 in fiscal year 1963 to 319 in 1964, and will increase to a combined total of 550 civil service and personal services contract personnel in 1966. This rise in United States and Micronesian employment has caused an increase in the volume and scope of personnel activities, including such areas as recruitment, terminations, home leave, personnel benefits, program administration, and personnel actions.

(*e*) *Property and supply*

Fiscal year 1965, $386,900; fiscal year 1966, $390,000; increase, $3,100.

This activity is budgeted as follows in 1966:

(1) Headquarters property and supply	$224,000
(2) District property and supply departments	166,000
Total	390,000

The increase of $3,100 is required to provide for in-grade salary increments, and for the acquisition of additional and replacement equipment, tools, and supplies for supply offices and warehouses.

The operation is headed by an American director of property and supply with district supply offices in each of the six districts. All procurement of material, supplies and equipment is handled by property and supply which operates and

stocks warehouses and storage areas, including fuel storage throughout the territory. A central supply depot is maintained at headquarters in Saipan, involving the administration of a stock fund inventory, from which needed items are shipped to the various districts. The stock fund inventory includes medical, spare parts, and general stores items and handles the replenishment of packaged and bulk fuel and other petroleum products at the various districts. Property and supply also administers the U.S. Department of Agriculture surplus commodity program for the trust territory.

(f) Guam liaison office

Fiscal year 1965, $75,800; fiscal year 1966, $77,000; increase, $1,200.

The increase of $1,200 is needed to meet in-grade salary increments. The liaison office, located at Agana, Guam, provides liaison, logistic, and other administrative services for the trust territory. Guam is still a vital crossroads for trust territory travel because much travel from the districts to headquarters at Saipan (or vice versa) almost always is routed through Guam. Trust Territory aircraft are stationed and maintained at Guam and start their circuits from that point.

Micronesian students at various outside educational institutions rely upon this office for liaison, advisory, and other assistance.

(g) Special project office

Fiscal year 1965, $42,000; fiscal year 1966, $44,000; increase, $2,000.

An increase of $2,000 is needed to meet salary increments and to permit a modest increase in funding for travel and supplies. This office includes a special projects officer, who provides special coordination, supervision, expediting, and other general services for the assistant commissioner and the high commissioner.

Included, also, within this office is the management improvement section, the function of which is organization and management analysis, methods, and procedures studies, and publication of the Trust Territory Manual of Administration.

6. Operations, maintenance, transportation, and communication

	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
(a) Transportation services	$1,500,000	$1,500,000	
(b) Communication services	275,000	300,000	$25,000
(c) Operations and maintenance of physical plant	1,385,000	1,400,000	15,000
(d) Operations and maintenance of utilities	815,000	890,000	75,000
Total	3,975,000	4,090,000	115,000

In this area of support and logistic services for the many programs of the Trust Territory, an increase of $115,000 is requested. Of the $115,000 increase, $75,000 lies in the area of utilities.

(a) Transportation services, $1,500,000

Fiscal year 1965, $1,500,000; fiscal year 1966, $1,500,000; no change.

	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
(1) Sea transportation	$1,000,000	$1,000,000	
(2) Air transportation	500,000	500,000	

The estimate for 1966 fiscal year represents net or out-of-pocket costs to the Trust Territory after the application of revenues from all sources, including commercial, the stock fund, and the capital improvement program. Commencing with fiscal year 1965 and continuing on through 1966 the sea transportation operations, which are handled by contract with the Pacific Micronesian line, will be established as a separate enterprise and the estimated amount payable to it after application of anticipated revenue, amounts to $400,000. In addition $500,000 is required to cover the cost of Government cargo shipped from the States to Guam for transshipment via Pacific Micronesian line; and $100,000 will be required for freight payable to private carriers within the Trust Territory

itself. The total freight costs of $1 million will eventually be costed to the end-use activity within the districts or at headquarters.

The net operating cost of operating one DC–4 aircraft and two SA–16 amphibious aircraft in 1964 amounted to $486,211. This net figure was arrived at after applying revenues of $258,650 against a contract cost of $744,861. The air transportation system is under contract to a commercial airline.

Sum of $500,000 for each of 1965 and 1966 fiscal years is estimated to meet the steadily increasing air traffic, which will continue to increase after the new airfield at Palau is completed in fiscal year 1965. Since July 1, 1962, the passenger traffic has increased from 600 per annum to about 3,000 at present. Transportation of mail and cargo has also increased from 300,000 pounds in fiscal year 1963 to 900,000 pounds by the end of fiscal year 1964.

(*b*) *Communication services*

Fiscal year 1965, $275,000; fiscal year 1966, $300,000; increase, $25,000.

An increase of $25,000 has been provided this activity. This amount is required as follows: $7,000 to meet salary increment costs; $1,500 for spare parts for 32 new out-island radio installations; $2,000 to provide spare parts for 3 new radio broadcasting stations now being installed in Saipan, Yap, and Ponape; $8,000 to provide transmitting and receiving equipment for a radioteletype circuit. Majuro to Saipan; and $6,500 to provide spare units and parts for single sideband voice equipment installed throughout the territory in fiscal year 1964.

The proposed radioteletype circuit. Majuro to Saipan, is a part of a long-range modernization program and is intended to link all district radio stations to Saipan headquarters through a direct radioteletype circuit. Numerous delays resulting from use of antiquated manual code equipment and relays through secondary stations will be eliminated.

The additional sums required for spare parts are a result of increased support activity including establishment of 32 out-island radio stations intended to serve community and educational needs; establishment of 3 new radio broadcasting stations; and the establishment of a single sideband voice network throughout the territory.

Headed by a director of communications, this activity has two basic functions, the operational aspects involving operations and administration of the district and headquarters communication stations and the repairs and equipment aspects under the electronic maintenance depot. In addition to meeting trust territory administrative requirements, district communication stations connect with vessels and aircraft, provide commercial radiogram service on a revenue basis, and provide the considerable volume of communication service for U.S. Weather Bureau stations. Radio beacons are maintained in all district centers and a watch maintained on the international distress frequency.

(*c*) *Operation and maintenance of the physical plant*

Fiscal year 1965, $1,385,000; fiscal year 1966, $1,400,000; increase, $15,000.

	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
(1) Headquarters administration	$110,000	$115,000	$5,000
(2) Trust territory-wide maintenance of public buildings, shops, and housing	1,243,000	1,250,000	7,000
(3) Central repair shop, Saipan	32,000	35,000	3,000

An increase of $15,000 is requested in 1966 to cover normal salary increments during the year and for additional supplies and equipment. In the preparation of the budget, steps have been taken to separate the budget and costs for the utility operations throughout the Trust Territory from the other operating and maintenance costs performed by the public works department as part of the long-range plan eventually to establish public utility organization where feasible.

(*1*) *Headquarters administration*

Fiscal year 1965, $110,000; fiscal year 1966, $115,000; increase, $5,000.

An increase of $5,000 is required to meet the cost of salary ingrade step increases and the increasing requirements for supplies and equipment. Under the supervision of the director of public works this activity performs all design, engineering and estimating work for the capital improvement program for the trust territory, and furnishes advisory and technical assistance to the public

works officers in the six districts. The $115,000 required is for the salaries and administrative costs of the permanent headquarters public works staff. Salaries and other engineering costs for draftsmen, estimators, and specialists in the various fields are charged directly to the various construction projects as they are funded.

(2) Trust territory-wide maintenance

Fiscal year 1965, $1,243,000; fiscal year 1966, $1,250,000; increase, $7,000.

The $7,000 additional is required for fiscal year 1966 to continue the maintenance of all facilities at headquarters as well as all housing, public buildings and facilities, vehicles, docks, airfields, refrigeration and roads at the district level. Ninety thousand dollars of the above amount will be used for the maintenance and repair of 91 houses and 4 public buildings at headquarters; while $1,160,000 is required for operations and maintenance at the district level.

The trust territory public works department is responsible for the repair, operations, and maintenance of U.S. and trust territory capital property in excess of $30 million. This includes $12 million in buildings; $6 million in docks, airfields, and roads; $2 million in heavy equipment; $2,200,000 in automotive equipment and more than $3 million in miscellaneous equipment. By fiscal year 1966, when a large portion of the capital improvement construction will be completed, it is anticipated that the property inventory will amount to approximately $40 million.

An average district public works staff consists of four U.S. supervisory personnel and 150 Micronesian personnel.

(3) Central repair shop

Fiscal year 1965, $32,000; fiscal year 1966, $35,000; increase, $3,000.

An increase of $3,000 is required to meet regular step increases and additional administrative supplies and equipment. This shop, which is located in Saipan, performs major overhaul of equipment for all districts and activities; it is fully equipped for specialized work that would be too difficult or expensive for the individual districts to perform. The $35,000 estimate is a net cost figure, inasmuch as all work is performed on a reimbursable basis.

(d) Operation and maintenance of utilities

Fiscal year 1965, $815,000; fiscal year 1966, $890,000; increase, $75,000.

An increase of $75,000 will be required in connection with the operation of power, water, and sewage facilities in 1966. During the past 2 years it has been necessary to enlarge the distribution of power and water to the additional government facilities which have been constructed, against which there will be no appreciable increase in revenues. Such facilities include employee housing, elementary and secondary schools, hospital facilities, and refrigerators.

As noted above, this is an initial attempt to budget the costs of utility operations separately in fiscal years 1965 and 1966, and it is planned in the Mariana Islands district to establish utility services on Saipan as a special fund operation. In the 1966 budget $330,000 in this district represents the government's portion of the costs, above which will be collected an estimated $110,000 from commercial sources for power, water, and telephone service provided private consumers on the islands.

In the districts other than the Mariana Islands, the total utility costs for the servicing of government facilities is estimated at a total of $560,000, an increase of $20,000 over the 1965 estimates.

7. Other program activities

	Estimate, 1964 carry-over	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Recruitment costs		$200,000	$325,000	$125,000
(b) Personnel benefits		50,000	50,000	
(c) Contribution to other funds		250,000	100,000	−150,000
(d) Equipment purchases	$669,068	820,200	460,000	−360,200
(e) Grant-in-aid	64,909	100,000	85,000	−15,000
Total	733,977	1,420,200	1,020,000	−400,200

(a) Recruitment travel and transportation

Fiscal year 1965, $200,000; fiscal year 1966, $325,000; increase, $125,000.

An increase of $125,000 is needed, in anticipation of a greater volume of home leave, terminal leave, and new and replacement recruitment during fiscal year 1966, particularly due to the large increase of U.S. school teachers employed during fiscal years 1964 and 1965. Trust Territory civil service and personal services employees are entitled to home leave after completion of a 2-year contract, with transportation at Government expense. In fiscal year 1966, the first group of elementary school teachers will be completing their contracts, and a 45 to 50 percent loss is anticipated on the basis of experience in isolated area which have similar conditions. This will further add to increased costs, as termination travel and replacement recruitment involves shipment of household effects, at an average of $3,000 per employee. This cost of shipment of household effects is provided in this estimate in addition to the cost of transporting persons. During fiscal year 1966, it is estimated that some 150 employees will have to be transported to and from the United States on leave, recruitment and termination action. Based on an average of slightly more than $2,000 per family, 150 employees being transported will make the estimated amount of $325,000 essential.

(b) Personnel benefits

Fiscal year 1965, $50,000; fiscal year 1966, $50,000; No change.

Included in this category will be payments of educational allowances to eligible employees, insurance, unemployment compensation costs, incentive awards and other similar program costs not presently adaptable to distribution to end-use activities. The amount requested is the same as for fiscal year 1965.

(c) Contribution to other funds

Fiscal year 1965, $250,000: fiscal year 1966, $100,000; decrease, $150,000.

(1) Economic development loan fund, $100,000

This fund has been financed during the past 3 years by annual appropriations of $100,000 each, and is used to assist the development of Micronesian industrial and commercial ventures. Public Law 88-487, approved August 22, 1964, authorized the transfer to the fund for $369,000 in assets of the former "loans to local trading companies" fund. The total amount currently available in the economic development loan fund is $669,000. A total ultimate capital of $1 million is required for this fund.

(2) Supply stock fund

Fiscal year 1965, $150,000; fiscal year 1966, 0; decrease, $150,000.

No provision is made in 1966 fiscal year for additional financing of the supply stock fund. $150,000 was included within the 1965 budget and will be reported next year on the balance sheet for this fund. The stock fund will continue to be used to the maximum extent possible for purchasing during 1965 and 1966, primarily in the areas of construction, as well as petroleum products, medical supplies, automotive and equipment parts, and general stores, as it permits a greater flexibility in the procurement and for stocking essential materials and supplies at the headquarters and district levels.

(d) Equipment purchase

Fiscal year 1965, $820,000; fiscal year 1966, $460,000; decrease, $360,200.

As explained elsewhere, equipment that is required in connection with the capital improvement program is budgeted commencing with fiscal year 1966 within the programs area, and at time of expenditure is charged to the proper end-use account. For comparative purposes, this is outlined below, not only the areas where 1966 equipment is budgeted, but the funds remaining in 1964 and 1965, previously included within the "construction" program, which have been set aside for equipment purchases in connection with remaining 1964 and 1965 capital improvement programs.

	Actual, 1964	Estimate, 1964 carry-over to 1965	Estimate, 1965	Estimate, 1966
(1) Trust Territory-wide construction and rolling equipment	$78,000		$200,000	150,000
(2) Education		607,068	317,200	145,000
(3) Furniture and appliances		40,000	178,000	65,000
(4) Medical equipment		22,000	100,000	100,000
(5) Communications equipment			25,000	
Total	78,000	669,068	820,200	460,000

It should be noted that the cost of equipment purchased in connection with completed capital improvement projects in 1964, has been included with the activity concerned. As the capital improvement projects budgeted for in the 1964 carryover funds and the 1965 budgeted funds are completed, the equipment purchased for installation within the facilities will be charged directly to the District activity having control over the new facilities.

(e) *Grant-in-aid*

Fiscal year 1965, $100,000; fiscal year 1966, $85,000; decrease, $15,000.

It has been the policy since 1956 to render assistance to local Micronesian legislatures and municipalities through the grant of certain funds provided the local units match an equivalent amount with their own funds or the value of the funds in labor. The $85,000 requested in fiscal year 1966 is for the continuation of this program. Where outright grants could not be negotiated, the funds have been used for secondary road improvements, the construction of broadcasting stations, and improvement of facilities for the use of the local populace, all of which remain the property of the Trust Territory government and are included within the capital improvement program. There were not outright grants made in fiscal year 1964.

	Actual, 1964	Estimate, 1964 carry-over	Estimate, 1965	Estimate, 1966
Grant-in-aid		$64,909	$100,000	$85,000

B. Capital Improvement Program

TABLE IV.—*Comparison of capital improvements by categories (fiscal years 1963 through 1966)*

Type of improvement	Actual, 1963	1964 funds expended or obligated	1964 funds programed in 1965	Estimate, 1965	Estimate, 1966
I. General government:					
(a) Administration	$24,665		$85,000		
(b) Judicial (courthouses)		$59,867			$80,000
(c) Employee housing	96,121	2,926,588	272,053	$1,305,000	340,000
(d) Warehousing		5,268			65,000
(e) Reefers, general purpose			140,000		
Total general government	120,786	2,991,723	497,053	1,305,000	485,000
II. Public safety (police station)			25,000		
III. Public works and highways:					
(a) Administration buildings and shops	38,108				
(b) Primary	2,585	99,258		250,000	350,000
(c) Secondary roads		44,883	99,844		
Total public works and highways	40,693	144,141	99,844	250,000	350,000
IV. POL facilities:					
(a) Storage tanks		68,678			
(b) Pipelines		31,909			
Total POL facilities		100,587			
V. Health:					
(a) Clinics		21,232			
(b) Hospitals, general	83,388	41,039	315,135	788,000	950,000
(c) Hospital, special		93,170	45,000		
Total health	83,388	155,441	360,135	788,000	950,000
VI. Education:					
(a) Elementary schools	76,142	2,901,426	479,010	553,800	385,000
(b) Secondary schools	248,806	276,873	705,617	433,000	270,000
Total education	324,948	3,178,299	1,184,627	986,800	655,000
VII. Resources and development:					
(a) Agriculture	11,006	185,802	54,786		
(b) Economic development		37,865			150,000
Total resources and development	11,006	223,667	54,786		150,000
VIII. Enterprises:					
(a) Communications		57,050	26,226	85,000	
(b) Transportation:					
Airfields	273,436	327,132		210,000	300,000
Docks and port facilities	31,322	54,986			
Transshipment sheds		16,116			
Ships and boats		94,799	244,345		
(c) Utilities:					
Water storage		1,000	174,000		
Water distribution		150,875	200,000	150,000	150,000
Powerplants and distribution	12,225	234,861	198,270	225,000	300,000
(d) Broadcasting stations		55,313	15,000		
(e) Hotels		15,613	141,000		
Total enterprises	316,983	1,007,745	998,841	670,000	750,000
Total capital improvements	[1] 897,804	[1] 7,801,603	3,220,286	3,999,800	3,340,000

[1] These balances include expenditures from prior-year funds, obligated previously and liquidated during the year reported.

NOTE.—Equipment purchases not included; they are reflected within the proper programs area.

B. CAPITAL IMPROVEMENT PROGRAM

PROJECTS REQUESTED IN FISCAL YEAR 1966

I. General government facilities, $485,000

Judicial—Courthouses, $80,000.—These funds are requested for two additional projects required in connection with the program to construct adequate court facilities throughout the territory; $70,000 is required for a new courthouse in the Ponape district to replace antiquated and inadequate facilities in the district center; $10,000 is required for the construction of a combination courthouse, prosecutor's office, and public defender's office in the Mortlock Islands, a part of the Truk district where there is a heavy concentration of population. A new courthouse on Moen Island in the Truk district has already been funded.

Employee housing, $340,000.—Twenty employee houses at an estimated cost of $17,000 each are planned for the six districts, with three each scheduled for the five smaller districts and five for Truk, the larger district. These will furnish additional housing for secondary and elementary teachers or additional staff personnel, and will replace World War II vintage quonsets which have been in use for 18 years and cost an average of $2,500 each per year to maintain and rehabilitate.

Warehouses, $65,000.—Elephant quonsets continue to be used throughout the territory for supply warehouses. A new modern warehouse is planned for the Truk district which, because of its size, has the greatest problem in finding proper storage for the large quantities of construction and programs supplies and materials required for the district operations.

II. Public works and highways, $350,000

Primary roads, $350,000.—During fiscal year 1966 emphasis will continue to be placed on primary road development and improvement. Of the $350,000 requested, $200,000 will be obligated for the construction of a primary road in the Ponape district from the district center at Kolonia to the new Ponape airstrip. Not only will this serve as a direct line of communication between the airfield and the district center, but it will open up ready access for a heavily concentrated population whose only means of communication at this time is by water through and outside the reef.

The remaining $150,000 will be programed among the other districts as needed to supplement the projects which have been funded during fiscal year 1964 and 1965.

III. Health, $950,000

Ponape Hospital, $950,000.—$950,000 has been estimated for the construction of a new 90-bed hospital in the Ponape district to replace antiquated and inadequate facilities. An additional sum of $100,000 is estimated in the medical services program's budget for equipment for this new facility for a total of $1,050,000. This will be a unit similar to that programed for Truk in 1965, with modifications as necessary to meet topographical conditions. Engineering costs for the two hospitals will be prorated between the individual units. This new facility supplements those already constructed in Palau and the Marshalls, and the new polio rehabilitation center in Majuro. A third new unit, one at Yap, is planned for 1967.

IV. Education, $655,000

Elementary schools, $385,000.—This provides for the construction of 50 additional elementary school classrooms on a trust territorywide basis at an average of $8,700 per classroom. In addition, $115,000 has been budgeted within the education program's area for the necessary furniture, equipment, and supplies averaging $2,300 each for these rooms. While fiscal year 1965 had been originally established as the completion date for the elementary school construction program, population growth, school enrollment, the influx of private school students into the public school system, and the change from a 6–3–3 basis to an 8–4, as a result of the acceleration of the secondary education program, has necessitated the additional classrooms.

Secondary school, $270,000.—Commencing with the fall session of school year 1964–65, all districts of the trust territory will have entered the 12th year of the territorywide education plan (the 4th year of the new high school plan). By the close of fiscal year 1965, it is anticipated that construction will be well underway on the science, vocational, and industrial arts buildings, and that a

certain number of dormitories and dining facilities for the use of off-island students will have been either started or completed. The $270,000 requested will be used for the construction of additional dormitories in several of the districts: $30,000 in funds for the equipping of these facilities has been included.

V. Resources and development, $150,000

Economic development, $150,000.—This is a continuation of the program established in fiscal year 1963 and 1964 for the construction of facilities required in connection with the territorywide economic development program. Special buildings for the warehousing of ramie, coir fiber, cacao, and copra are urgently required throughout the islands. The average warehouse of the type needed, which will be adequate for proper storage of these perishable export crops, is estimated at $30,000 each.

VI. Enterprises, $750,000

Airfield, $300,000.—These funds are required for the construction of the Ponape airstrip, and are in addition to the $110,000 provided in 1965 for the engineering, feasibility studies, and site preparation for this project. With the construction of this airfield, the last major airport will be completed which will permit the use of DC–4's and other land-based planes in every district of the trust territory. This will not only open the Eastern Carolines to heavier and larger aircraft, with their beneficial effect upon communications, service, and additional passenger traffic, but will eliminate the need for the expensive SA–16 amphibious aircraft which are unable to generate sufficient revenues to cover the cost of their operation.

It is anticipated that by the use of these funds requested, this airstrip will be substantially completed by the end of fiscal year 1966.

Utilities, $450,000.—The funds requested are for the continuation of the trust territorywide utility improvement program: $300,000 is required for additions to the powerplant in the Truk district which will permit the extension at an early date of present power distribution into the village of Moen and the outlying areas; and $150,000 is required for the extension of the water distribution systems in Yap and Ponape, with improvements to the Saipan system in the Mariana Islands where a new separate public utility project is scheduled for fiscal year 1966.

III—Special Funds

In addition to certain trust funds, held in custody for the benefit of the people of Micronesia in certain areas, there are other funds which have been established separately for use in either economic development; such as, the economic development loan fund, or for administration purposes; such as, the supply stock fund.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$14,999,982	$17,500,000	$17,344,000	−$156,000
Unobligated balance lapsing	18			
Appropriation	15,000,000	17,500,000	17,344,000	−156,000
Obligations by objects:				
11 Personnel compensation	162,420	195,000	330,000	+135,000
12 Personnel benefits	6,945	12,000	22,000	+10,000
21 Travel and transportation of persons	15,558	37,000	37,000	
22 Transportation of things	6,634	7,000	10,000	+3,000
25 Other services	176			
26 Supplies and materials	2,318	6,000	13,000	7,000
31 Equipment	931	3,000	5,000	+2,000
41 Grants, subsidies, and contributions	14,805,000	17,240,000	16,927,000	−313,000
Total obligations	14,999,982	17,500,000	17,344,000	+156,000

PRESENTATION OF STATEMENT

Senator Bible. Mr. Commissioner, your statement will be incorporated in full in the record. Would you please highlight it for us?

(The statement referred to follows:)

STATEMENT OF COMMISSIONER GODING

Mr. Chairman and members of the committee, I am very pleased with this opportunity to appear again before you to present the budget estimate for the Trust Territory of the Pacific Islands for fiscal year 1966. We are requesting a total of $17,344,000, of which $14,004,000 is in operations and programs, and $3,340,000 for capital improvements.

We have increased the requests for operations and programs by more than $500,000 primarily in the areas of education, health, and economic development. Provision is also made fully to fund the requirements of the offices of the assistant commissioners, an important facet of our reorganization program to improve management of the trust territory administration.

In order to make available these increases in operations, we have cut our construction request for fiscal year 1966 by $659,800, as compared to fiscal year 1965. This is by no means intended to deemphasize our very important program of rebuilding and expanding our physical facilities, particularly in the areas of schools, hospitals, public utilities, housing, and roads. However, from fiscal year 1963 through fiscal year 1965 we have undertaken over $17 million in construction. We still have a heavy schedule of construction on our timetable for which funds remain available—in most cases, already obligated. After carefully assessing our capabilities and resources, we feel that the $3,340,000 requested in capital improvement funding for fiscal year 1966 will permit us to continue construction throughout fiscal year 1966 without losing the momentum that we have developed and without tying up an excessive amount of money in a pending status.

We are continuing to make satisfactory progress in the area of education, which was chosen as the initial target for emphasis in our program of accelerated development. I can now report that we have a much clearer picture of the goal toward which we are striving, both in the area of educational development and programing, as well as in the building of the necessary physical structures involved, particularly classrooms, dormitories, teacher housing, and other related facilities. For the school year beginning in September 1965 we expect to have 250 new elementary school classrooms completed. Our immediate target for elementary school classroom construction is for 538 units, but with our steadily-increasing population, increasing enrollment, and a certain trend toward a shifting of students from private schools to public schools, we anticipate even further requirements within the near future. A requirement for more than 700 elementary classrooms is presently projected.

In health, we are requesting funds to construct a new 90-bed hospital at Ponape. We have already constructed new hospitals at Palau and the Marshalls, including a polio rehabilitation center in the Marshalls, and we are programed for the construction of a new hospital at Truk. The new hospital in the Marianas was completed by the Navy in 1962, soon after the turnover of administration to the Interior Department. With the construction of the Ponape hospital, provided for in this request, the Yap hospital will remain as the only major district hospital requiring replacement.

We plan to request funding for the Yap hospital in the 1967 fiscal year budget. We will still have many related health facilities needing replacement and construction. In this respect, plans for a leprosarium at Ponape and nursing school facilities at Saipan are already on the drawing board and will be pushed as rapidly as possible.

In addition to improvement of physical structures in health, we have upgraded the staffing by increasing the M.D. complement from one M.D. in fiscal year 1962 to eight M.D.'s in fiscal year 1965, these being the director, his assistant, and one clinical supervisor to each of the six districts. During fiscal year 1966 we hope to further expand the staff with the addition of several qualified specialists, such as a public health epidemiologist, a sanitary engineer, a health educator, and others. We are strengthening our preventive medicine and public health programs, as well as improving medical care. In this connection, with fiscal year 1966 we will complete the "crash" phase of our mass immunization program and should be able to incorporate immunization as a routine aspect of our health program in future years. Better than 75 percent of the population of the territory is now immunized under this program.

In fiscal year 1966, we will continue devoting major emphasis to the education and health programs. However, we do not propose to neglect other important areas of development. In January of this year, elections were held throughout the Trust Territory for the congress of Micronesia, the first elective legislative body to represent all the districts of the trust territory. This is the culmination

of a political development process which began with an appointed advisory committee in 1956, and evolved into the "Council of Micronesia" in 1961. The first regular session of the newly elected congress will be held in July 1965 at Saipan. This request incorporates funds necessary to provide for the compensation of congress members, travel, per diem, the salary of a full-time legislative counsel, and clerical and other expenses.

Another important area of emphasis will be in economic development. An economic development operations unit is being established to provide essential leadership, stimulus, and guidance in the overall economic development program. We intend to establish this unit by contract with an American economic development firm. The preliminary phases of this project were established by reprograming of certain of our 1965 fiscal year appropriations.

The economic development loan fund will be further increased by an additional $100,000 contribution carried in the fiscal year 1966 estimate. Including the $369,000 in assets of the former "loans to local trading companies" fund, which was authorized for transfer to this economic development loan fund by Public Law 88-487, the loan fund capitalization presently stands at $669,000. The 1966 contribution will bring this to $769,000. We are planning to increase the capitalization to $1 million as soon as possible.

Transportation continues as one of the major problems in the administration of the trust territory—an area roughly equivalent to that of the 48 contiguous States. During fiscal year 1965, we are acquiring three new vessels. This makes it possible to begin the retirement of our most obsolete and uneconomical vessels. One new ship is a much needed small vessel to provide scheduled service in the Truk lagoon, the area of greatest population density in the territory. Two are field service vessels of a somewhat smaller size than those in present operation. They will be fully adequate for the requirements of the service and will be more economical to operate. Additionally, they can be handled for annual maintenance on our Palau marine railway, thus saving costly annual drydockings in Japan involving extended "out of service" periods.

We are requesting funding in this fiscal year 1966 estimates for completion of the Ponape airfield. This will be the third and last of the fields constructed in our airport program. The Palau field is expected to be completed for operation within the next month. The Yap field was completed 2 years ago. With the Ponape field in operation, we will be able to utilize our DC-4 land-based aircraft in all the districts, thereby considerably improving our logistic capability and greatly improving our air service. We hope, by this linking of all the districts and headquarters by the DC-4 aircraft, to be able to phase out entirely the use of the uneconomical and inadequate SA-16 amphibious aircraft now in service.

In conclusion, I want to thank you, Mr. Chairman, and the members of this committee, for the continuing sympathetic support and understanding you have given us in consideration of all of our budgetary requests over the past years, and especially to the support provided to our more recently implemented accelerated development program.

Operations, Programs, and Capital Construction

Commissioner Goding. Mr. Chairman, I am very happy to have this opportunity. I will highlight it very briefly. You have touched on the overall figure of $17,344,000 in our request of which $14 million in round figures is for our operations and programs and $3,340,000 for our capital construction.

This represents an increase in the operations and programs of more than one-half million dollars and a slightly larger decrease in our capital construction. We feel that we do not in any way want to deemphasize the importance of our construction program but that this funding with the carryover that we will have will give us a very reasonable program and we can continue without losing the momentum that we have picked up in the past year and one-half.

As we went into the 1964 fiscal year, we had a cumulative total in the 1963 supplemental and the 1964 appropriations of something in the neighborhood of $13 million. We have been able to get this program

into operation. It takes time to develop a construction program of this size and our capability has been picking up. We think, however, that we can carry through the 1966 fiscal year with this somewhat diminished capital improvement request. We also, of course, find that it is necessary to continue and to increase our emphasis in the educational program and in the medical service programs particularly. However, we are hoping also to be able to put even greater emphasis on economic development.

For this reason we are right now completing negotiations or perhaps I should say that the Department here, the Office of Territories, is carrying the negotiations for a contract with one of the leading firms to not only make a study but to create an economic development unit under contract which will aid us in the implementation of our economic activities.

The statement indicates, of course, the areas of emphasis in the medical program. We will increase our economic development loan fund by another $100,000 which will bring it to a total of $769,000. Last year Congress passed Public Law 487 which transferred the remains of old loans to the island trading company fund to the trust territory government as a grant for incorporation in this overall economic development fund. In our area perhaps more than in most, transportation is at the very heart of most of our activities. We are spread over an area approximately 2,600 miles east and west and 1,500 miles north and south.

SCOPE OF RESPONSIBILITY

Senator BIBLE. What is the scope of your responsibility, Mr. Commissioner? I am sure I asked you this last year. I think you gave us a map that showed us exactly your jurisdiction.

Commissioner GODING. The area geographically lies beginning just west of the international dateline and it lies down to within 2° or 3° of the Equator. It is north of the Equator, west of the international dateline. It is more or less midway between Japan and Australia. Guam is our transportation hub.

It is about 1,400 miles almost due north to Tokyo and I think it is 1,600 miles due west of Manila. If you go south it is about 1,500 miles to the north tip of Australia.

POPULATION

Senator BIBLE. What is the total population lying within the Trust Territory?

Commissioner GODING. About 85,000.

Senator BIBLE. That is almost entirely native, is that right?

Commissioner GODING. Yes; there are less than 600 nonindigenous, except for the base operation at Kwajalein.

REORGANIZATION

Senator BIBLE. I note, Mr. Commissioner, that you have reorganized your Trust Territory administration. Would you please describe this reorganization?

Commissioner GODING. Very briefly, we have divided the functional responsibility into four areas. One being community services, incor-

porating health and education. Another being resources and development. The third is public affairs, which includes radio broadcasts, information, reports, statistics, and the legislative and political development programs. And the fourth being administration.

CONGRESS OF MICRONESIA

Senator BIBLE. Last September the Secretary of the Interior created a Congress of Micronesia. Would you please describe that body?

Commissioner GODING. The Congress of Micronesia as created under secretarial order is a bicameral, two-house legislature. Elections were held on the 19th of January. This first session will be held this July.

Senator BIBLE. Where are the sessions held?

Commissioner GODING. They will be held in Saipan. The upper house, or the house of delegates as it is called, is made up of 12 members, 2 from each of our 6 administrative districts. The house of assembly is made up of 21 members ranging from 2 to 7. This is apportioned on a population basis.

Senator BIBLE. The Supreme Court says you have to do it that way so I am glad you are following the Supreme Court decision. We have some problems with it in my State and I think in some other States.

What does this Congress do? What are its functions?

FUNCTION OF THE CONGRESS

Commissioner GODING. The Congress will have very broad general legislative jurisdiction.

Senator BIBLE. Over the trust territory?

Commissioner GODING. Over the trust territory, yes. Up until the present the executive has also been the lawmaking authority. As high commissioner, I would promulgate legislation as approved by the Secretary of Interior.

Senator BIBLE. So, this is the first time that you have had separation between the executive and legislative?

FIRST CENTRAL LEGISLATURE

Commissioner GODING. This is the first central legislature. We have been developing this legislature step by step. It started out as an advisory committee to the high commissioner. It went through in 1961. We changed the designation to Council of Micronesia. They elected a chairman and in some respects it began almost to function as a legislature. They would make recommendations, pass resolutions, and in a rather high percentage of instances were able to pick up their legislative proposals and to enact them by promulgation.

Senator BIBLE. Where is your authority over the legislature?

Commissioner GODING. I will have a veto authority.

Senator BIBLE. Do they have the power to override that veto?

Commissioner GODING. They cannot override it at the same session. It would require a year. The following year they could override it, in which instance it would go on to the Secretary.

Senator BIBLE. So, the final authority is still vested in the Secretary?

Commissioner GODING. The final authority is still with the Secretary.

Senator BIBLE. The overriding vote is what?

Commissioner GODING. Two-thirds.

Mr. VAN CLEVE. Two-thirds of each house.

Senator BIBLE. Have they passed any laws yet?

Commissioner GODING. They have not yet had the first session.

Senator BIBLE. I guess I didn't quite follow you on that. When are they going to have the first session?

Commissioner GODING. In July of this year.

Senator BIBLE. How long a session will they have?

Commissioner GODING. I believe it is a 30-day session.

Senator BIBLE. I think I have no further questions.

The Senator from Alaska.

Sentor BARTLETT. How many members are in the legislature, Mr. High Commissioner?

Commissioner GODING. There are 21 in one body, and 12 in the other; 33.

Senator BARTLETT. Elected for how long in each body?

Commissioner GODING. The house of delegates for a 4-year term and the house of assembly for 2 years.

HEALTH PROBLEMS

Senator BARTLETT. What are your chief health problems over there?

Commissioner GODING. Our chief health problem has been and continues to be tuberculosis, although tuberculosis is being brought under control to some degree. I think we can say that our tuberculosis problem is improving.

Senator BARTLETT. Is the mortality from all diseases considerably higher than in the United States?

Commissioner GODING. I believe that it is somewhat higher, but I don't have the percentage.

Senator BARTLETT. I wouldn't expect you to have it with you, and you don't need to submit it for the record, but you are telling us that improvement is being made in respect to health of those diseases most prevalent among the people down there.

Commissioner GODING. Yes; that is correct.

LEPROSY

Senator BARTLETT. I am surprised I didn't know, before, that leprosy is a problem.

Commissioner GODING. Leprosy is a comparatively minor problem. We have fewer lepers than in the past but it is statistically quite a minor problem.

Senator BARTLETT. You are making plans, I notice in your statement, for a leprosarium?

Commissioner GODING. Yes; we are planning to incorporate it in the hospital plant that is requested here. This has already been funded but it will be incorporated in the Ponape hospital. We now have an approach which, frankly, is one of sweeping the problem under the rug. The central leprosarium is on a remote island; very minimal facilities, practically no medical care and, unfortunately, has been a sort of out-of-sight, out-of-mind situation.

We have two or three leper patients in each of probably all of our six or eight hospitals.

Senator BARTLETT. Very few then?

Commissioner GODING. Very few.

Senator BARTLETT. Is it felt now by the medical profession that with active aggressive treatment that the progress of the diseases may be arrested and cures effected?

Commissioner GODING. Yes; we have arrested lepers and, with proper treatment and medication, most cases can be brought under control.

Senator BARTLETT. It isn't the dread disease it formerly was?

Commissioner GODING. It is a dread, certainly in the name. The word "leprosy" still strikes fear in most people but it is not regarded, I do not believe by the medical people, as being a very major hazard in terms of communication and so on.

AIR TRANSPORTATION

Senator BARTLETT. I am very glad to learn, Commissioner Goding, from your statement that your aviation situation is working out so well.

I recall naturally that Mr. Robert E. Ellis, formerly president of Ellis Air Lines of Alaska, went over to make a study for you—to make recommendations—and it is my recollection that, as a consequence, it was decided to abandon the amphibian aircraft you had previously used; build fields and replace the amphibs with DC–4's, and your statement indicates that is being done.

Commissioner GODING. Yes; we completed a field at Yap 2 years ago. We are hoping to open the field in the Palau Islands this month, and we are doing preliminary worksite clearing on the third and last field at Ponape.

Senator BARTLETT. Do you find this decreases the cost of transportation of persons and freight?

Commissioner GODING. Not only will it decrease the cost per seat-mile, or per unit, but it will greatly increase our ability to do business. We have been limited drastically by the operating payloads in the Grumman Albatross type of aircraft.

In a dollar-and-cent situation, it would cost 20 cents a passenger-mile and even then you would have difficulty breaking even. In the DC–4, obviously, we can move people at a rate much lower.

COMMENDATIONS FOR COMMISSIONER GODING

Senator BARTLETT. I have no further questions.

I would like to commend Commissioner Goding for the terriffic advances that have been made down there in the last 2 or 3 years. I think he and his associates have done a job highly creditable to themselves and to the whole United States.

This progress sort of shines elsewhere. People elsewhere note this. In this connection, I recall vividly and favorably that the U.N. mission, that went down to make an examination not too many months ago, came back and submitted a most favorable report upon what Commissioner Goding was doing down there. This is in contrast to reports of previous U.N. missions which were highly critical.

I think this speaks well.

Senator BIBLE. I thoroughly agree, and I join in these commendations, Mr. Commissioner.

Commissioner GODING. I thank you.

And I should take this opportunity to get in our own plug. I am inviting the members of this committee to come at the first opportunity. We, too, are not prepared for tourists, as such. We hope to be at sometime. But we would certainly welcome a visit from your committee, and any of the committees responsible for our activity.

Senator BARTLETT. You submit we could not go to Guam and American Samoa, without putting in the Trust Territories?

Commissioner GODING. I would submit a protest if you landed at Guam without visiting us.

Senator BIBLE. We will try to put it all together one day, Commissioner Goding.

VIRGIN ISLANDS CORPORATION

[LIMITATION ON ADMINISTRATIVE EXPENSES]

STATEMENT OF JOHN KIRWAN, ASSISTANT DIRECTOR

Senator BIBLE. I think, Mrs. Van Cleve, you have with you Mr. John Kirwan, the Assistant Director for the Virgin Islands.

There will be placed in the record at this point the justification submitted by the Virgin Islands Corporation for a fiscal year 1966 limitation on administrative expenses of $100,000, an amount $56,000 less than the limitation provided in last year's law.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

During the summer of 1964, the Virgin Islands Corporation contracted to sell its only sugar grinding mill to a private investor, together with the related sugarcane growing lands. Terms of the sale require such investor to continue operation of the mill through 1966, but Vicorp itself is now entirely out of the sugar business.

By June 30, 1965, it is expected that the water distallation and power generating facilities of the Corporation will have been sold to the Government of the Virgin Islands, through the General Services Administration, at their appraised market value, and all Vicorp power division employees transferred to such local government.

Accordingly, by July 1, 1965, all program activities of the Virgin Islands Corporation will have ceased, and Vicorp during fiscal year 1966 will be engaged solely in disposal of its remaining physical assets, chiefly miscellaneous properties on St. Croix. By June 30, 1966, all disposals should be completed and the affairs of the Corporation terminated.

LANGUAGE CHANGE

It is requested that the limitation on "Administration expenses" be set at $100,000 for fiscal year 1966. This is a decrease of $56,000 under the present current year authorization.

STATISTICS FOR 1966 BUDGET ESTIMATES

	Actual, 1964	Estimate, 1965	Estimate, 1966
SUGAR PROGRAM			
Growing and harvesting operations:			
Acres harvested	2,929.75		
Tons harvested	101,298.825		
Tons per acre	34.58		
Cost per ton	$7.72		
Manufacturing operations:			
Purchased cane:			
Acres harvested	1,580.86		
Tons purchased	39,765.605		
Tons per acre	25.15		
Cost per ton	$9.64		
Raw sugar production:			
Tons of cane ground	141,064.43		
Sugar yield (percent)	10.89		
Number of tons sugar, physical weight	15,098.354		
Profit or loss (−) per ton of sugar manufactured:			
Income:			
Sugar	$130.00		
Molasses	6.87		
Subsidy payment (Vicorp's) cane	7.99		
Total	144.86		
Expense:			
Production cost	126.18		
Shipping and selling expenses—sugar	11.59		
Administration, interest and other allocated expenses	25.96		
Total	163.73		
Net profit or loss (−)	−18.87		
POWER PROGRAM			
Generating capacity (kilowatts)	19,142	21,392	
Miles of distribution lines	621.03	631.03	
Number of consumers	12,800	13,500	
Kilowatt hours sold	58,956,740	48,000,000	
Average kilowatt hours per consumer	4,606	4,741	
Profit or loss (—) per kilowatt hours (cents):			
Income	4.50	4.46	
Expense	3.74	3.72	
Net profit	.76	.74	
WATER PROGRAM			
Capacity (gallons per day)	302,400	310,000	
Number of gallons produced	85,483,500	82,500,000	
Number of gallons sold	85,190,651	78,000,000	
Profit or loss (−) per thousand gallons:			
Income	$3.46	$2.87	
Expense	3.21	2.66	
Net profit	.25	.21	

PROGRAM ACTIVITIES

Senator BIBLE. The Corporation does not ask for appropriation of funds and indicates that, by July of this year, all program activities of the Corporation will have ceased and that, during fiscal year 1966, the only activity of the Corporation will be disposal of its remaining physical assets.

I am very happy to have you supplement that in any way that you would like to, Mr. Kirwan.

Mr. KIRWAN. Thank you.

Mr. Chairman, I might mention that Mr. Taitano, of Guam, stated that it was the only area with a unicameral legislature, outside of

Nebraska. The Virgin Islands also does, and I am glad to say, Senator Bartlett, it is Democratic.

DISPOSAL OF FACILITIES

The power property that is being sold is pending before the committee. The General Services Administration has appraised the property at $6.5 million, and has recommended that the Federal Government conclude the sale to the Government of the Virgin Islands at that figure.

The House Committee on Government Operations is not completely satisfied as to the adequacy of the figure, so I cannot assure you that it will go in the next few weeks at that figure. However, we expect to be out of the operation by June 30, probably through the final sale to the local government, or at least turning over of operating responsibility to the local government, and the lease of the federally owned assets, until such time as a sale can be made.

POWER AND WATER

The local government itself has had to raise the money—so far $2.6 million—for the next increment for power and water both on the island of St. Thomas, and will have to put in a million dollars in St. Croix.

So, as time goes on, the local government is going to own most of the combined system no matter what we do or fail to do.

We got out of the sugar mill last summer on St. Croix, with the sale of the mill and most of the acreage growing cane.

The third program is the management of several properties owned by the U.S. Navy on St. Thomas. Again, the Navy Department has declared these properties excess. It hopes to have them sold to the local government—transferred without reimbursement in the case of the airfield, and sold in the case of the submarine base. In any event, they expect to turn over operating responsibility by June 30 to the local government.

Senator BIBLE. Of this year?

Mr. KIRWAN. Yes.

Senator BIBLE. What else is there to do?

LAND AND HOUSING DISPOSAL

Mr. KIRWAN. The only thing left during fiscal year 1966 will be the disposal of approximately a thousand acres of land, and 300 housing units, on the island of St. Croix, and a certain amount of paperwork with reference to the sales taking place this year.

Senator BIBLE. Where does the title of the 1,000 acres rest?

Mr. KIRWAN. Still in the Virgin Islands Corporation. It is not being used for any program purpose, but it will be disposed of through a variety of acts; most going to the local government, some for hospital purposes, some for high school, some for housing, penitentiary, and college campus.

Senator BIBLE. Do you need any congressional acts to complete this?

Mr. KIRWAN. No.

Senator BIBLE. You have all the statutory framework you need?

Mr. KIRWAN. Yes.

Senator BIBLE. Is there any overseer of this, as in the case of Government operations?

Mr. KIRWAN. To the extent that we sell the property through the GSA and HEW in the case of public education and public health facilities, or the airport through FAA, under the Federal Airport Act; to that extent, no. We will not need an overseer, but, to the extent that the property will be sold by negotiation with the local government—and that is true of the housing and penitentiary land—to that extent it will be provided by the GSA and it must have the Government Operations Committee pass upon the proposal for adequacy and protection of Federal interest.

Senator BIBLE. You hope to complete the disposal of the power system by June 30 of this year?

POWER SYSTEM DISPOSAL

Mr. KIRWAN. We hope so. We are confident that we will have disposed of the operating responsibility, in any case. We will transfer our employees to the local government. The local government will then operate that part of the system which it already owns, because it built it itself, and it will operate that part which it gets from us one way or another, we hope by clear-cut sale.

In the failure of a clear-cut sale by June 30, and that failure could take place, either because it takes a couple months longer than we thought, or because we go to a leasing rather than a sales method of disposal, in that case it will be operating our system on a lease rather than title, but it will have our employees and facilities.

SALE PRICE OF POWER FACILITIES

Senator BIBLE. The only thing holding this up is the price tag?

Mr. KIRWAN. That is the only problem. It is $3 million less than the book value.

The appraised value is $6.5 million. The difference could be made up of a number of reasons based on appraisal philosphy, but the major one is that in the opinion of the appraisers, the Corporation has depreciated at too slow a timing its physical assets.

We have depreciated our assets, looking at them at their physical condition. The appraisers feel we should have written them off much quicker, due to economic obsolescence, because the units are too small to meet the growing power load effectively and economically.

The power load has grown to the point where now we can meet it and have to meet it with one or two big low-cost-to-operate, efficient units. This leaves our collection of 8 to 10 small high-speed diesels in good shape physically, but uneconomic to operate, and really only needed as standby for peaking purposes.

BOOK VALUE

Accordingly, the appraisers say they are not really worth 78 percent of the original cost, which is what we are carrying them on the books. They are in good shape, but no longer economically usable to meet the load statistics.

The Government Operations Committee on the House side, let us say, is troubled at this marked depreciation from book value, and still wants a further presentation from the General Services Administration as to the soundness of the appraisers' point of view.

Senator BIBLE. In any event, if that fails you will still work out some type of a leasing arrangement, but the actual operation of the power company will go over to the Virgin Islands?

Mr. KIRWAN. This is our expectation, Mr. Chairman.

What I have said is certainly subject to action by the Board of Directors of the Corporation. The Corporation could hit upon some other method of operation. I cannot foresee one that would be compatible, but I must leave room for disagreement.

Senator BIBLE. What is the population of the Virgin Islands?

Mr. KIRWAN. About 42,000.

TOURISM

Senator BIBLE. How many tourists a year?

Mr. KIRWAN. Over 400,000, although at least 250,000 are cruise-boat tourists. That still leaves about 150,000 who come by air from Puerto Rico and stay 48 hours to 4 or 5 weeks.

This is a tremendously successful tourist area.

Senator BIBLE. This is the main industry?

Mr. KIRWAN. Clearly, yes.

Senator BIBLE. The Senator from Alaska?

Senator BARTLETT. Mr. Chairman, I find myself bereft of questions to put to Mr. Kirwan. It is a most unusual circumstance when a Government official appears before the committee asking for no money.

Senator BIBLE. I have always found Mr. Kirwan in my experience tremendously well prepared. He does his homework very faithfully.

Mr. KIRWAN. We have only one little island, Senator. It is not too hard to keep up.

Senator BIBLE. You are doing a fine job.

Mrs. Van Cleve, we appreciate the witnesses you have presented today. I think they have presented a fine case.

SUBCOMMITTEE ADJOURNMENT

If you have nothing further to present to the committee, we will stand adjourned until 10 o'clock tomorrow morning, when we will hear from the Fish and Wildlife Service.

(Whereupon, at 12:15 p.m., Monday, March 1, 1965, the subcommittee adjourned, to reconvene at 10 a.m., Tuesday, March 2, 1965.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

TUESDAY, MARCH 2, 1965

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

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

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

DEPARTMENT OF THE INTERIOR

FISH AND WILDLIFE SERVICE

STATEMENTS OF CLARENCE F. PAUTZKE, COMMISSIONER; JOSEPH F. PUNCOCHAR, DIRECTOR, OFFICE OF PROGRAM REVIEW; DONALD L. McKERNAN, DIRECTOR, BUREAU OF COMMERCIAL FISHERIES; JOHN S. GOTTSCHALK, DIRECTOR, BUREAU OF SPORT FISHERIES AND WILDLIFE; CLEO F. LAYTON, ASSISTANT DIRECTOR FOR ADMINISTRATION, BUREAU OF COMMERCIAL FISHERIES; AND HARVEY B. MACK, ASSISTANT DIRECTOR OF BUDGET, DEPARTMENT OF THE INTERIOR

OFFICE OF THE COMMISSIONER

Chairman HAYDEN. The subcommittee will be in order.

Salaries and expenses in the Office of the Commissioner of Fish and Wildlife are estimated to cost $444,000 in fiscal year 1966, an increase of $19,000 over the amount appropriated in fiscal year 1965, although a 1965 supplemental appropriation of $19,000 has been requested to cover civilian pay increases. The justification for this estimate will be printed in the record.

(The justification referred to follows:)

OFFICE OF THE COMMISSIONER

SALARIES AND EXPENSES

HIGHLIGHT STATEMENT

In accordance with the provisions of the Fish and Wildlife Act of 1956, the Commissioner provides supervision of the activities of the two Bureaus of the Service through coordination and review of programs from the standpoint of policy direction and management improvement; provides an information, education, and safety facility; and carries on liaison of the Service with the Assist-

ant Secretary for Fish and Wildlife. The Commissioner also acts as the U.S. Government representative at international meetings of the International North Pacific Fisheries Commission and the International Pacific Salmon Fisheries Commission, and participates in other international, national, and local conferences of fishery and wildlife interest.

Office of Information.—The Office of Information is responsible for the conservation education program of the Fish and Wildlife Service, serving both the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries, through the issuance of publications, informational and educational materials, audiovisual aids, and the dissemination of research and technical data through all media.

The budget for this function represents a minimum sustaining requirement necessary to meet greatly expanding interest in the fish and wildlife resources of the United States, and the growing use of visitor facilities at the Nation's fish hatcheries, wildlife areas, and scientific facilities.

Office of International Relations.—This Office is concerned with international interests, activities, and policies of the Fish and Wildlife Service. In both the commercial fisheries and wildlife fields, there are major international problems.

Fishery and wildlife resources of importance to the Nation as economic assets and as indispensable recreational opportunities have been thrust into the international problem arena. The growing exploitation of marine fishery resources of importance to the United States by foreign fishermen has greatly increased the need for means of insuring international cooperation in conservation. This growing exploitation has also raised complex economic, legal, and political problems related to international measures for the protection of U.S. interests in these resources. More and more time is required in international negotiation and in consultation in the United States with domestic interests in industry and State government. Much of this activity is in the realm of policymaking to obtain proper consideration for fish and wildlife interests and to plan a national program of greatest benefit to the Nation. Illustrative is the continuing problem of renegotiation of the North Pacific Fishery Treaty (Canada, Japan, and the United States), which involves not only fishery interests of major importance to the United States but also Japanese-United States relations.

Office of Program Review.—This Office is responsible for coordination and review of Service programs and legislation. Bureau programs are reviewed primarily from the standpoint of policy direction and management improvement. In addition, this Office conducts and coordinates a Service-wide safety, health, and fire-prevention program directed at the reduction of personnel injuries, property damage loss through accidents, tort claims, and inefficiencies arising from unsafe conditions and unsafe acts. Visitor safety and health problems are a rapidly growing concern as public use of Service facilities expands.

Appropriation, 1964 (total available)	$386,000
Appropriation, 1965	425,000
Pay cost supplemental	19,000
Total available, 1965	444,000
Budget estimate, 1966	444,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Departmental expenses	$384,210	$425,000	$19,000	----------	$444,000
Unobligated balance lapsing	1,790	----------	----------	----------	----------
Total	386,000	425,000	19,000	----------	444,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−)
Departmental expenses	$384,210	$444,000	$444,000	
Unobligated balance lapsing	1,790			
Total	386,000	444,000	444,000	

Departmental expenses

The estimate for 1966 of $444,000 is the same as for 1965.

Plan of work.—The Office of the Commissioner will continue to provide general supervision of the programs of the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries to insure the carrying out of the objectives of the Fish and Wildlife Act of 1956. The estimate will provide necessary funds for operation of the Office and the cost of general administrative services rendered by the Bureau of Commercial Fisheries on a reimbursable basis.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$384,210	$444,000	$444,000	
Unobligated balance no longer available	1,790			
Appropriation	386,000	425,000	444,000	+$19,000
Proposed supplemental due to civilian pay increase		19,000		−19,000
Obligations by objects:				
11.0 Personnel compensation	286,816	337,000	337,000	
12.0 Personnel benefits	21,080	24,000	24,000	
21.0 Travel and transportation of persons	20,237	23,000	23,000	
22.0 Transportation of things	12			
23.0 Rent, communications, and utilities	10,013	12,000	12,000	
24.0 Printing and reproduction	18,785	22,000	22,000	
25.1 Other services	9,426	10,800	10,800	
25.2 Services of other agencies	8,200	8,200	8,200	
26.0 Supplies and materials	3,742	4,000	4,000	
31.0 Equipment	5,899	3,000	3,000	
Total obligations	384,210	444,000	444,000	

SALARIES AND EXPENSES, FISCAL YEARS 1965 AND 1966

Chairman HAYDEN. Mr. Pautzke, will you please discuss your operations in the past year and outline your plans for the coming year?

Mr. PAUTZKE. Thank you, Mr. Chairman. The estimate for salaries and expenses, Office of the Commissioner, for the fiscal year 1966 is $444,000; the same as for 1965.

The Office of the Commissioner continues to provide general supervision of the Bureau of Sport Fisheries and Wildlife and the Bureau of Commercial Fisheries to insure the carrying out of the objectives of the Fish and Wildlife Act of 1956. Organizationally, in addition to the Commissioner's immediate Office, there is an Office of International Relations, an Office of Information, and an Office of Program Review.

The Office of the Commissioner has major responsibilities in connection with national and international fishery and wildlife matters. International cooperation in the conservation of marine fishery resources, international competition for these resources, the rights of

American fishermen on the high seas, and the competition in domestic and foreign markets offered by foreign fishery products are matters which affect virtually all of our important fisheries. The increased importance of fish and wildlife and their involvement in the world economic and strategic tensions has resulted in an evergrowing volume of work.

EXPLOITATION OF AMERICAN WATERS BY FOREIGN FISHERIES

The astounding growth of foreign fisheries and their exploitation of waters traditionally fished by American fishermen raise new conservation problems as well as pose difficult economic problems for American fishermen.

Expanding Soviet fisheries in the Northwest Atlantic; expanding Soviet and Japanese fisheries in the North Pacific; the appearance of Soviet fishing vessels in the Gulf of Mexico are causes for concern on both counts. Not only are we faced with the need for new or improved mechanisms for insuring the conservation of heavily exploited resources off our coasts, but also we have the new problem of insuring that the appearance of these highly efficient foreign fleets does not result in driving U.S. fishermen from traditional grounds.

EXCLUSIVE JURISDICTION ASSERTED BY FOREIGN GOVERNMENTS

At the same time, we continue to be confronted with the problem of maintaining longstanding U.S. fisheries in distant waters in the face of claims by foreign governments to exclusive jurisdiction over those waters.

The Commissioner and his staff participate actively in the formulation and implementation of policy relating to these problems. The Commissioner, himself, is a member for the United States of two international organizations—the International North Pacific Fisheries Commission (Canada, Japan, and the United States), and the International Pacific Salmon Fisheries Commission (Canada and the United States); and his staff provides essential advice to other officers of the Fish and Wildlife Service who serve on other similar organizations.

NEGOTIATION AND RENEGOTIATION EFFORTS

The Commissioner and his staff play an active role in negotiations relating to the rights of American fishermen on the high seas. During the past year, a substantial part of the time and effort of the Commissioner has been devoted to these problems. For example, we continued our efforts with our Canadian friends and the Japanese to renegotiate the North Pacific Fisheries Convention. The 10-year term of this convention expired last year.

Japan has been seeking modifications that would eliminate the abstention provisions and now, or in the future, make more Bristol Bay salmon and halibut available to her high seas fishery.

The United States has been seeking more protection for Bristol Bay salmon during their migrations in western Bering Sea, the continuation of present arrangements for halibut, which for all practical purposes, will reserve halibut stocks off the North American coast for American and Canadian fishermen.

Three meetings have been held thus far between the parties to work out a new convention, without having reached agreement. A fourth

meeting will be held in the fall of this year in an attempt to reach reasonable solutions to these problems.

In addition, negotiations were carried out which led to agreement with Japan under which Japanese nationals may continue their historic fishing for king crab on the U.S. Continental Shelf in the eastern Bering Sea for two years, but with a substantial reduction in the size of that fishery.

Similar negotiations are currently in process with the Russians, who in recent years have fished certain of our Alaska Continental Shelf areas for king crab, to reduce their catch in the Bering Sea and to terminate their fishery for king crab in the Gulf of Alaska.

Conservation of Atlantic Tuna Resources

A new problem to which we have devoted considerable attention in the past year is that of the conservation of Atlantic tuna resources. These resources are of importance to the United States because the U.S. tuna fishery is growing in the Atlantic and U.S. processors are dependent upon the resource as an important source of raw material. The rapid growth of the fishery—particularly the Japanese fishery—in recent years, raises questions about the continued productivity of the resource. We have been attempting with other nations to establish machinery for international cooperation in the conservation of this resource. We are hopeful that the next fiscal year will see an international conference which will lead to agreement on the matter. Extensive preparation for such a conference will be necessary.

Conservation of Migratory Waterfowl

The growing need for a continentwide approach to the conservation of migratory waterfowl raises problems of bringing about more effective cooperation between the United States, Mexico, and Canada.

The Commissioner's Office has provided advice to the Assistant Secretary for Fish and Wildlife on the conduct of informal discussions with representatives of Mexico and Canada aimed at exploring the possibility of closer coordination of the activities of the three Governments in this field.

Recently, the Department published a book entitled "Waterfowl Tomorrow" about the needs of the 48 species of ducks, geese, and swans that live on the American continent. The book tells about the lands and waters that sustain these wildfowl in Canada, the United States, and Mexico. From early colonial days these wildfowl have been hunted, sometimes wisely; sometimes not. Hunting is only part of the story. Millions of people in all walks of life see in these creatures a great natural asset, a treasure that must be perpetuated at all costs. The book is one of the Government's best sellers—18,000 orders have been received in the past 3 months.

Another publication, entitled "Ducks at a Distance," issued last year, further illustrates the interest of the public in this resource. Over a million copies have been distributed to State fish and game departments, hunters, bird watchers, et cetera. The publication is currently selling at a rate of 500 copies per week.

Outdoor Recreation

The Outdoor Recreation Resources Review Commission report has pointed up the need and demand for recreational resources and the importance of land and water to this program, and that 90 percent of all Americans participated in this activity in 1960.

The United States has more fishing water today than at any time in the Nation's history, and the area available to anglers is expected to grow another 10 million acres in this country providing one-third of all fresh water fishing in the United States, exclusive of the Great Lakes.

Providing a place to go fishing and a place to catch fish is not always the same thing. It is the task of the Fish and Wildlife Service, in concert with State management agencies, to make sure that present and future reservoirs are kept productive for recreation as well as possible commercial utilization.

Several species of reservoir fish are not considered valuable for sport use but offer promise for commercial use. There is close coordination between scientists of both bureaus of the Fish and Wildlife Service, and State management agencies to insure full consideration of both sport and commercial fishing in reservoirs.

Education Requisite to Preservation of Land and Water Resources

The problems of the States and those on Federal lands have specifically pointed up the need for public education. The increasing intensity of use, the limitations of land and water areas, the need to change philosophy in the management of waterfowl, other recreations competing with fishing on the same area, the litterbug and despoiler problem, the rising importance of private land for the production of game, the necessity for providing runoff for streams and lakes, the changes in habitat creating problems of dwindling species, private development of land that was formerly thought suitable only for fish and wildlife, the changes in agricultural practices which encourage depredations—all these are factors creating problems in managing lands and the public.

Preservation of these resources can only be accomplished with the cooperation of an enlightened public. The sheer pressure of numbers of people is a problem in itself. Sympathy and concern for the resources and the land, and a knowledge of why regulations are imposed or restrictions promulgated are the only means of carrying out our responsibilities adequately.

Public Support and Action

Public support and action, with respect to the basic Fish and Wildlife Service program of conservation of important food and recreational resources, are available only to the degree that the public understands the program and what each individual must do to make it succeed. Within the lifetime of persons now being born, the population of this country will pass the 300 million mark, offering a constantly growing challenge to our basic resources. Thus, information and education are vital to our basic task of assuring adequate resources for the future.

With a modest staff, we are making every possible effort to bring information on Federal fish and wildlife programs to as many persons as possible. We are also striving to contribute to the education of our young people in conservation, working in cooperation with personnel of other Federal departments and of State and private agencies and through the various youth groups.

The coordination and review of Service programs is also a responsibility of the Commissioner's Office. Bureau programs are reviewed primarily from the standpoint of policy direction and management improvement. A specific example is the Service-wide safety, health, and fire prevention program directed at the reduction of personnel injuries, property damage loss through accidents, tort claims, and inefficiencies arising from unsafe conditions and unsafe acts.

POLLUTION OF SEAS

The Commissioner's Office is represented on the National Committee for the International Conference on the Prevention of Pollution of the Seas by Oil, and serves in an advisory capacity to the Secretary's Office on water quality activities of the Service.

Thank you, Mr. Chairman, those are my comments for the record.

Chairman HAYDEN. Does the Senator from Alaska have any questions?

Senator BARTLETT. I will have a host of questions later. Do you want me to ask them now? I think we should perhaps wait for commercial fisheries.

Mr. PAUTZKE. I will be present for any questions that you desire to direct to me later, Senator.

Chairman HAYDEN. Thank you. We will call upon the Bureau of Commercial Fisheries.

TUESDAY, MARCH 2, 1965.

BUREAU OF COMMERCIAL FISHERIES

STATEMENT OF DONALD L. McKERNAN, DIRECTOR; HAROLD E. CROWTHER, DEPUTY DIRECTOR; CLEO F. LAYTON, ASSISTANT DIRECTOR FOR ADMINISTRATION; CHARLES BUTLER, ASSISTANT DIRECTOR FOR INDUSTRIAL RESEARCH; J. L. McHUGH, ASSISTANT DIRECTOR FOR BIOLOGICAL RESEARCH; JOHN I. HODGES, ACTING ASSISTANT DIRECTOR FOR RESOURCE DEVELOPMENT; LAWRENCE W. VAN MEIR, ACTING ASSISTANT DIRECTOR FOR ECONOMICS; HARVEY B. MACK, ASSISTANT DIRECTOR OF BUDGET, DEPARTMENT OF THE INTERIOR; AND C. E. PETERSON, CHIEF, BRANCH OF LOANS AND GRANTS

Chairman HAYDEN. I will place in the record the highlight statement and the justifications for the fiscal year 1966 estimate of $21,218,000 for management and investigations of resources. This is $2,398,100 more than the amount appropriated to the Bureau for this activity in fiscal year 1965.

(The justification referred to follows:)

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

HIGHLIGHT STATEMENT

The purpose of the programs financed by this appropriation are (1) to strengthen the commercial fishing industry through research, development, and services, and (2) to conserve the fishery resources in rivers, lakes, estuaries, and the seas and oceans.

FISCAL YEAR 1964

The Bureau played a major role in negotiations which led to an agreement with the Soviet Union on plans for preventing a recurrence of conflicts between U.S. king crab fishermen and Soviet fishing trawlers operating in waters in the vicinity of Kodiak, Alaska. Following another international conference in which the Bureau participated actively, an exchange of notes between Japan and the United States resulted in agreement on terms and conditions under which Japanese nationals may continue for a period of 2 years their historic king crab fishery on the Continental Shelf in the eastern Bering Sea.

Through exploratory fishing efforts, the geographical distribution of a vast shrimp potential off the Alaska Peninsula was defined. In addition, a tremendous hake potential was located off the coasts of Washington and Oregon; chub and smelt resources were mapped in Lake Superior; and localities of surf clams were found off the Atlantic coast. Very large shrimp concentrations were also located off the coasts of Colombia and Venezuela.

Significant progress in gear research activities is exemplified by the successful demonstration and commercial adoption of the electrical shrimp-trawling system which vastly improves the previously impractical daylight harvest of shrimp, and the successful development and demonstration of the efficiency of midwater trawls. Consistent catches of 10,000 to 60,000 pounds of hake were obtained with the midwater trawl off the coast of Washington. These hauls were from 2 to 12

times the normal catch and probably equal the larger known trawl catches of the Russians.

An intensive program of research to determine the causes of and means for prevention of botulism in fishery products was initiated in response to an emergency need in the fish industry. Methods of smoking fresh-water fish were developed which will help the industry to manufacture safe and salable products. Much basic information on the hitherto little-known *Cl. botulinum* organism was assembled. The natural environment for the vegetative form of the organism as well as the distribution of the sporulated form of the organism in the Great Lakes were determined. The necessary conditions for vegetative growth of the organism in fishery products and for the development of toxin were established. Based on these studies, a sanitation manual is being developed to guide the industry in producing safe smoked fish products.

The commercial use of atomic energy to preserve fresh fish and thus extend its shelf life and marketing radius, was advanced considerably with the dedication of a marine products development irradiator (MPDI) in Gloucester, Mass. The MPDI, constructed cooperatively by the Atomic Energy Commission and the Bureau of Commercial Fisheries, will be used to demonstrate the commercial feasibility of irradiation pasteurization techniques through processing of up to 1,000 pounds of fish per hour. Essential details of the technique had been developed concurrently on different species of fish through research in Bureau laboratories in Washington, Michigan, and Massachusetts. The fishing industry has recognized the advantages of this means to increase consumption of fresh fish in inland areas through the establishment of trade association fish irradiation committees.

Fish protein concentrate (FPC) research advanced significantly as laboratory-scale equipment for the manufacture of this unique food supplement was designed, set up, and operated. Using this equipment, tentative basic processing procedures were developed for both chemical and biological methods of FPC manufacture. Large-scale model units for these two procedures were then designed and constructed. The model units will produce FPC by solvent extraction and by enzymatic digestion techniques, at the rate of 100 pounds per day. They soon will be placed into operation at the Bureau's College Park, Md., Technological Laboratory. Detailed procedures for the commercial manufacture of this product will be made available to industry in fiscal year 1965.

Substantial progress was made in basic oceanographic studies, particularly in the Pacific Ocean, providing scientists with a better understanding of fish distribution, spawning, migration, and survival of tuna, sardine, and other fishes. Large-scale fluctuation in the physical properties of the ocean affect significantly the abundance and availability of commercial fishes and their associated food organisms. Most important are the results from observations of tuna behavior. One series of studies demonstrates the relation of the temperature pattern of the ocean in an area to the abundance of tuna. Another series of studies measured how well a tuna can see and how sensitive these fish are to sound. The information, when applied by the tuna fishermen, will allow them to locate fish more quickly and catch them more efficiently.

Good progress was made toward the compilation of a historical series of charts depicting sea-surface temperatures over the North Pacific Ocean for the period 1949–62. The first free-drifting transponding telemetry buoy in the Northeastern Pacific used for oceanographic or fisheries research was released 300 miles off the Washington coast in April 1964 and was recovered 65 days later 100 miles off the mouth of the Columbia River. This development will allow scientists to monitor conditions in the productive waters of the North Pacific Ocean more effectively at substantial savings in manpower and vessel-operating costs. Information of this type provides commercial fishermen and scientists with a knowledge of fishery environments, suitable fishery habitat, and the location of areas where commercial fishing will be most profitable.

The use of the new research vessel, *Albatross IV*, has provided a closer monitoring of groundfish populations off the New England coast. Observations by this vessel have shown that an unusually successful spawning of haddock occurred in 1963. This has been the basis of forecasts of exceptionally good fishing in 1965.

In the North Pacific, Bureau biologists serving aboard Japanese vessels as observers have been able to estimate the effect of Japanese bottom fishing on the Gulf of Alaska halibut resource. In related work, our biologists, using

a single scale from each fish, can now identify the continental origin of sockeye salmon and determine the numbers of Bristol Bay fish taken each year by the Japanese in the Western North Pacific Ocean.

A most significant accomplishment in shrimp was the rearing, for the first time in history in a laboratory, of two species of shrimp from the egg to the juvenile stage. Also of importance to the industry is the progress made on the development of methods of predicting the abundance of shrimp that will be available each year to the commercial fishery. In the Western Gulf of Mexico, much information was obtained by marking shrimp with a stain and determining movements and growth from the recapture of "dyed" shrimp in the commercial catches.

Research on fish migration over dams provided additional information needed for the development of a balanced water resource program. The completion of the Grande Ronde River flume near Troy, Oreg., in 1964, provides a testing site with prototype conditions to develop methods for guiding and collecting juvenile salmon. Adult salmon studies at dams have shown the important relationship between the location of spillways and fishways. Researchers have found that 16 percent of the fish ascending a fishway directly adjacent to a spillway fell back over the spill of the dam while only 6 percent of the fish ascending a fishway more remote from a spillway were swept back. Extensive studies on the performance and behavior of salmon passing through completely darkened pipes give promise of future savings of millions of dollars in fishway construction.

Positive steps were taken to establish a successful commercial fishery in the Oahe Reservoir, S. Dak. Biologists are sampling the commercial catch and are tagging the reservoir fish populations to follow the production and changes in the population of the major stocks of fish.

Two hundred tests on the accumulation and effect of 50 different pesticidal chemicals on marine fish and shell fish were completed. As a result of the tests, more stringent controls have been recommended on the use of certain pesticides to prevent a recurrence of the disastrous Mississippi River fish kills which occurred last year.

Activity increased under the fishing vessel mortgage insurance program which provides for Government insurance of commercial loans and mortgages used in financing the construction, reconstruction, and reconditioning of fishing vessels. Twenty-five mortgage insurance applications were approved for a total of $1,050,000.

During 1964, Columbia River fishery development program hatcheries released a record 1,591,000 pounds of young salmon and steelhead. This was an increase of 215,000 pounds over the next highest year, 1963. The production increase was accompanied by a reduction in the cost per pound of fingerling fish from $1.18 to $1.12. Fingerlings may range in weight from 13 to 600 per pound depending on the species and other factors. The return of silver salmon to program hatcheries was the highest on record. Hatchery releases of spring Chinook salmon continued to show good returns. For example, over 5,400 adult spring Chinook salmon returned in 1964 to the Wind River in Washington, a stream that historically has produced few, if any, of this species. Over 8,500 salmon and steelhead passed through the fishway at Shepperd Falls on the Wind River, and 5,200 ascended the Salmon Falls fishway on the Washougal River in Washington, to utilize natural spawning areas made accessible by these program fishways.

Extensions were made in the use of ADP methods in the processing of fishery statistics. Machine methods were introduced for handling monthly landings data for the States of Alabama, Georgia, Mississippi, and South Carolina in order to produce finished machine-printed tables ready for offset printing, thus eliminating the need for additional clerical help for hand tabulating and typing. Similar procedures were used for the reports on landings of shrimp in the Gulf States and on landings of North Atlantic species by Massachusetts vessels. Also, machine methods were developed for tabulating and printing tables of manufactured fishery products, including a machine method for checking the data for validity and accuracy. The improved efficiency attained made it possible to increase the quantity and strengthen the quality of the statistical data issued.

A joint Government and industry market promotion and consumer education campaign was successful in restoring normal sales of canned tuna which had been adversely affected by a public health hazard incident attributed to this product. An aggressive program was launched to reestablish markets throughout the Midwest for smoked and freshwater fish. These markets were lost because of the incidence of botulism in smoked chubs in the Great Lakes area.

FISCAL YEAR 1965

The 1965 appropriation provided for expansion of management and enforcement programs and exploratory fishing and gear research projects; additional research on botulism; additional reservoir research; and expansion of biological research oceanography programs and radiobiological and shellfish studies.

In the Gulf of Mexico research on shellfish was terminated and attention shifted to studies on pesticides. A Shellfish Advisory Service was established to assist the States and industry in the application of research results to shellfish production and management. Major new research programs were begun on northern lobsters and surf clams. The study to develop disease resistant strains of oysters was extended significantly under contract with the States of New Jersey, Delaware, Maryland, and Virginia.

In Lake Erie, a progressive decline in the abundance of walleyes has occurred during recent years. To determine the factors causing the decline and to be able to recommend measures to stop it, the Lake Erie program was modified to place more effort on walleye research.

The work of current economic analysis was advanced during the year with preparation of several draft situation and outlook reports on shrimp, other shellfish species, and industries fishery products. Results of the applied research in the situation and outlook program were presented at several meetings as well as being furnished on request to industry members for use in their operations. Preliminary findings from such research on the haddock fishery indicated that the industry faced low returns to capital and labor and suggestions were made regarding improvements in efficiency of operations to combat such problems.

Extensive investigations were made of competitive conditions in world markets for fishery products in connection with the preparation of material for use in the Kennedy round of negotiations for tariff reduction.

FISCAL YEAR 1966

In fiscal year 1966 the Bureau will continue programs which have been developed with the objective of assuring our fishermen continuing access to the fisheries resources of the world; their harvest of these resources in order to insure continuing high rates of productivity; and the availability of fishery products of the highest quality to the American public. These programs also call for supplying important services to the fishing industry to improve domestic market conditions for fish and protect our fishermen from the economic impact of heavy imports. The programs include fishery research, using fundamental research to develop new knowledge and then applying this knowledge to the practical solution of fishery research problems; management, and habitat improvement of aquatic resources; location and development of new fishery resources; development of fishing gear and methods; technological research in production and processing of fishery products; market promotion; economic research and services; market news and statistical services; educational aids; and technical advice and assistance in international fishery relations and enforcement activities.

Economic research will be extended in fiscal year 1966 to include the interrelationship between demand for the various fish and seafood products on the market and between fish and other sources of protein. Knowledge about the extent to which other protein foods compete with fishery products and the quantities of individual fishery products which can be sold in domestic and foreign markets will assist the fishing industry in planning production and processing operations. Systematic studies will also be carried out on the individual fisheries to determine the factors affecting return to capital and labor and to evaluate alternatives available to industry for increasing the earnings of capital and labor employed in fishing.

Major objectives in exploratory fishing during fiscal year 1966 include: (1) Additional surveys of the Atlantic coast surf clam; (2) extended assessment of the Pacific coast hake resources to include waters off the coast of California; (3) seasonal and abundance assessment of alewife populations in northern Lake Michigan for use as raw material in the new and local fish reduction industry; and (4) additional coverage of pelagic (tuna, swordfish) species off the Atlantic coast. Emphasis in gear research will be on development of "bad bottom" electrical shrimp trawling gear, development of electric fishing gear in other fisheries and on development and improvement of gear designed to capture pelagic fishes.

Some of the objectives which will be sought in the technological research program embrace: (1) Demonstration of at least one commercially feasible method of manufacturing fish protein concentrate to the industry; (2) the development of a means for utilizing vast, newly discovered hake resources in the North Pacific; (3) demonstration of the commercial feasibility of irradiation pasteurization of fresh fishery products as a means of extending shelf life and marketing areas through the use of a marine products development irradiator in Gloucester, Mass., and two small experimental cobalt 60 irradiators installed aboard Bureau research vessels; and (4) establish tighter and more meaningful U.S. standards of grades for USDI inspected fishery products such as raw breaded shrimp, and thereby assist the industry to improve quality and enlarge markets.

A new groundfish study on the Pacific coast will assemble existing information on the biology of hake, Pacific Ocean perch and sablefish. These stocks will be examined to better understand their migrations, reproduction, and growth and death rates. Each of these factors will be related to water temperature, salinity, and other environmental factors. The total of the study will be to determine the maximum sustained production that can be expected from these fisheries.

The menhaden fisheries off the Atlantic coast are at a low level of yield and increased effort will be given to a study of this very important fishery. A tagging program which will begin in 1965 will be continued in an effort to establish the identity of the various stocks of menhaden along the Atlantic coast. Sampling of the age of the fish and the abundance of the young in the estuaries will continue to explain and predict fluctuations in the supply.

Emphasis in tuna research will be to improve our knowledge of the condition of skipjack resources in the eastern Pacific and western Atlantic. The skipjack tuna resources probably can produce much larger annual catches if our fishermen can be assisted to locate and catch them at less cost.

Problems of passage of salmon over dams will continue to receive intensive study on the Pacific coast. Because of the reluctance of young salmon to swim through many of the large forebays, research in 1966 will give added attention to the guiding and collecting of young fish above the reservoirs and the development of methods for transporting these young fish safely below the dams.

The Columbia River fishery development program, a Federal-State cooperative venture to offset losses to salmon and steelhead runs resulting from Federal water-use developments in the Columbia River Basin, will be continued with operation and maintenance of 21 hatcheries, 657 fish screens, and 72 fishways. Efforts will be made to reduce further the costs of fish production at hatcheries and to improve the quality, and subsequent survival and return of adult fish, by improved diet and longer rearing of young fish before release.

The fish marking program initiated in 1963 to evaluate contributions of these hatcheries to the Columbia River fishery will reach its fourth and final year in fiscal year 1965, although sampling of catches of adult fish and recovery of marked fish will be continued through fiscal year 1970 to establish returns from the last year of marking.

Appropriation, 1964	$17,832,900
Transferred to "Operating expenses, Public Buildings Service," General Services Administration	−10,175
Total available, 1964	17,822,725
Appropriation, 1965	18,819,900
Pay cost supplemental	288,000
Total appropriation, 1965	19,107,900
Transferred from "Pribilof Islands fund," Bureau of Commercial Fisheries	+2,125,000
Transferred to "Operating expenses, Public Buildings Service," General Services Administration	−5,811
Total available, 1965	21,227,089

SUMMARY OF INCREASES AND DECREASES, 1966

Management: For more adequate surveillance of foreign fishing activities in Northwest Atlantic area	+$25,000
Marketing and technology:	
For implementation of basic economics research program	+40,000
For increased operation and maintenance costs for exploratory fishing and gear research facilities	+63,000
For increased operation and maintenance costs for technological facilities	+44,000
To initiate a foreign market development program	+50,000
Non recurring cost of vessel acquisition for reservoir research program	−45,000
Nonrecurring costs due to program savings resulting from cost reduction and manpower conservation program	−94,000
Total	+58,000
Research:	
For increased operation and maintenance costs for coastal and offshore research facilities	+155,211
For increased operation and maintenance costs for inland fisheries facilities	+62,100
For increased operation and maintenance costs for shellfisheries facilities	+28,000
To provide for increase in payments to employees' compensation fund	+28,600
Nonrecurring costs due to program savings resulting from cost reduction and manpower conservation program	−78,000
Total	+195,911
Columbia River fishery facilities: For increased operation and maintenance costs	+112,000
Fishery resource disaster aid: Activity not funded in 1966	−400,000
Net increase, 1966	−9,089
Budget estimate, 1966	21,218,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. Management	$391,337	$450,100	$13,300	−$2,900	$460,500
2. Marketing and technology	4,063,251	4,742,800	82,000	−1,200	4,823,600
3. Research	9,700,232	11,642,400	162,800	−1,711	11,803,489
4. Research on fish migration over dams	1,495,092	1,407,000	17,800		1,424,800
5. Fishing vessel mortgage insurance	36,077	42,600	1,300		43,900
6. Columbia River fishery facilities	2,083,105	2,260,000	10,800		2,270,800
7. Fishery resources disaster aid		400,000			400,000
Unobligated balance lapsing	53,631				
Total	17,822,725	20,944,900	288,000	−5,811	21,227,089

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
1. Management	$391,337	$460,500	$485,500	+$25,000
2. Marketing and technology	4,063,251	4,823,600	4,881,600	+58,000
3. Research	9,700,232	11,803,489	11,999,400	+195,911
4. Research on fish migration over dams	1,495,092	1,424,800	1,424,800	
5. Fishing vessel mortgage insurance	36,077	43,900	43,900	
6. Columbia River fishery facilities	2,083,105	2,270,800	2,382,800	+112,000
7. Fishery resources disaster aid		400,000		−400,000
Unobligated balance lapsing	53,631			
Total	17,822,725	21,227,089	21,218,000	−9,089

Analysis by activities (total funds)

Activity	Actual 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
1. Management: Direct appropriation (adjusted 1964–65)	$391,337	$460,500	$485,500	+$25,000
2. Marketing and technology:				
Direct appropriation (adjusted 1964–65)	4,063,251	4,823,600	4,881,600	+58,000
(Special foreign currency program)	68,817	125,000	140,000	+15,000
Saltonstall-Kennedy funds	2,094,930	2,119,000	2,119,000	
Subtotal	6,226,998	7,067,600	7,140,600	+73,000
3. Research:				
Direct appropriation (adjusted 1964–65)	9,700,232	11,803,489	11,999,400	+195,911
(Special foreign currency program)	154,549	175,000	160,000	−15,000
Saltonstall-Kennedy funds	2,485,140	2,384,000	2,584,000	+200,000
Subtotal	12,339,921	14,362,489	14,743,400	+380,911
4. Research on fish migration over dams:				
Direct appropriation	1,495,092	1,424,800	1,424,800	
Saltonstall-Kennedy funds	242,527	250,000	250,000	
Subtotal	1,737,619	1,674,800	1,674,800	
5. Fishing vessel mortgage insurance: Direct appropriation	36,077	43,900	43,900	
6. Columbia River fishery facilities: Direct appropriation	2,083,105	2,270,800	2,382,800	+112,000
7. Fishery resources disaster aid: Direct appropriation		400,000		−400,000
Total	22,815,057	26,280,089	26,471,000	+190,911
Management and investigations of resources (adjusted 1964–65)	17,769,094	18,814,089	21,218,000	+2,403,911
Special foreign currency program	223,366	300,000	300,000	
Saltonstall-Kennedy funds	4,822,597	4,753,000	4,953,000	+200,000
Proposed supplemental due to civilian pay increase		288,000		−288,000
Transfer from "Pribilof Islands fund, Bureau of Commercial Fisheries"		2,125,000		−2,125,000

Operation and Maintenance of New and Existing Facilities

An increase of $356,300 is needed for operation and maintenance of new and existing Bureau vessels and shore facilities. Estimated operating and maintenance costs for fiscal years 1965 and 1966 and the increase in funding required for individual facilities are reflected under appropriate activity and subactivity

in the narrative justifications that follow. A summary of that information, by function, is presented below.

Function	Estimated fiscal year 1965 O. & M. costs	Estimated fiscal year 1966 O. & M. costs	Increase over 1965
Exploratory fishing and gear development	$788,800	$821,800	$33,000
Technology	522,000	566,000	44,000
Coastal and offshore research	3,965,000	4,064,700	99,700
Inland fisheries	152,200	214,300	62,100
Shellfish	424,100	429,600	5,500
Columbia River fishery facilities	1,891,500	2,003,500	112,000
Total	7,743,600	8,099,900	356,300

The increase requested will provide for only the most urgent needs in connection with the operation and maintenance of 7 vessels, 11 laboratories, 21 hatcheries, and 107 fish screens. Operating and maintenance costs for other vessel and shore facilities have been projected for fiscal year 1966 at or below the fiscal year 1965 level. This will require rearrangement of maintenance schedules for these facilities and holding controllable operating costs to the minimum to provide for anticipated increases in uncontrollable costs for such items as fuel, salaries and wages, utilities, materials and supplies.

The increase covers operating and maintenance costs for (1) new facilities that will be completed and put into operation in the fiscal year 1966; (2) facilities in operation during a portion of the fiscal year 1965 that must be operated for the full fiscal year 1966; and (3) facilities that are now in operation that have urgent need for additional operating and maintenance funds.

The Bureau's operating and maintenance program is directed toward the most effective and efficient use of available facilities in light of program requirements, with due regard for economy, safety (especially in connection with vessel operation), protection of the Government's investment in the facilities, and other pertinent factors.

Operation and maintenance costs include salaries, wages, and related costs for vessel and field station personnel engaged primarily in work of a maintenance administrative, or supervisory nature to facilitate program operations. Other operating costs include those for fuel, mess supplies, utilities, fishfood, scientific supplies and equipment, and miscellaneous supplies and materials required for general program use. Other maintenance costs include those for materials and supplies required for routine maintenance and repair, cost of contract for maintenance and repair of mechanical and scientific equipment, and cost of alterations to and improvements of the physical facilities as required from time to time to meet changing program demands.

1. MANAGEMENT

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Enforcement and administration of international convention acts and regulations	$391,337	$460,500	$485,500	+$25,000

ENFORCEMENT AND ADMINISTRATION

The estimate for 1966 is $485,500, an increase of $25,000 over 1965. The increase is to provide for increased costs of maintaining adequate surveillance over foreign fishing activities in waters of the Northwest Atlantic Ocean.

Enforcement of Sockeye Salmon, Northern Pacific Halibut, North Pacific Fisheries, Northwest Atlantic Fisheries, Fur Seal, and Whaling Convention Acts

Northwest Atlantic Fisheries: (Available fiscal year 1965, $67,500; estimate fiscal year 1966, $92,500).

Need for increase.—An increase of $25,000 is needed to provide adequate funding for salaries and support for personnel assigned to assist the U.S. Coast Guard in conducting increased surface and air patrols required for adequate surveillance of foreign fishing activities in high seas waters off the New England and mid-Atlantic coasts. One additional permanent position is required.

Since the inception in 1953 of conservation regulations under the Northwest Atlantic Fisheries Act of 1950, the primary function of the Bureau's fisheries law enforcement staff in New England has been the enforcement of restrictions on the mesh size of trawl nets used by U.S. fishermen in the catching of cod and haddock. With the advent in 1961 of large-scale fishing activities by foreign vessels operating in Northwest Atlantic waters traditionally exploited by fishermen of the United States, it became necessary to institute a surveillance program to observe and report on these activities and to assess their effect upon fishery resources of interest to the United States. This added responsibility was assigned to the fishery law enforcement staff and has since been carried out by periodically diverting one or more agents from their normal enforcement duties to assist Coast Guard surface and aircraft units in carrying out surveillance patrols. With the steadily increasing volume and area of foreign fishing activity, the surveillance requirement has reached a point where it surpasses the capabilities of our personnel and our program support funds.

Plan of work.—Foreign fishing activities are continuing on a significant scale and have spread from the initial area of concentration in the vicinity of the fishing banks off the New England coast to occasional operations in waters extending from Block Island, R.I., to Cape Hatteras, N.C. To meet the need for adequate coverage of these extensive fishing operations and to make possible a more comprehensive surveillance program, it is proposed that an additional fisheries enforcement agent be employed and equipped to observe, analyze, and report upon foreign fishing activity between Nova Scotia, Canada, and Cape Hatteras, N.C.

2. Marketing and Technology

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
(*a*) Economics	$176,251	$180,500	$220,500	+$40,000
(*b*) Exploratory fishing and gear development	1,230,703	1,495,300	1,483,300	−12,000
(*c*) Market news	608,248	654,600	634,600	−20,000
(*d*) Statistics	359,091	375,400	375,400	----------
(*e*) Technology	1,553,744	1,945,900	1,945,900	----------
(*f*) Foreign fisheries and trade	118,763	134,700	134,700	----------
(*g*) Fishery education and market development	16,451	37,200	87,200	+50,000
Total	4,063,251	4,823,600	4,881,600	+58,000

(*a*) *Economics*

The estimate for 1966 of $220,500 is an increase of $40,000 over 1965 and four positions for implementation of a basic economics research program.

Need for increase.—An increase of $40,000 is needed to implement the work necessary to help analyze and develop solutions to the domestic fishing industry's basic economic problems, including those of foreign competition and the lag in improved technology necessary for a continuing development in efficiency comparable to that being achieved in the balance of the economy. This work program was recommended by a review panel of outside economists and supported by industry representatives.

The increase will be used to develop a program of basic economic research on fisheries. Funds are needed to assemble a proper mix of skills in the economic research unit and to meet the out-of-pocket costs of assembling and collating data and computer time for processing and analysis of data.

Marine resources of the high seas have been an important natural resource in the history of the United States. Earnings of New England fisheries provided a source of capital for the development of other industries in the 19th century. However, the technological explosion of the 1950's contributed little to improved fishery technology but much to other segments of the economy. Consequently, the commercial fishing sector has been placed in a cost-price squeeze

and has not returned adequate earnings to capital and labor to hold these resources in the industry, let alone being able to attract new capital and labor. The value of domestic landings of food fish declined 24 percent during the decade of 1950's. However, total consumption of fish has kept pace with population growth; the deficit being made up by an ever-increasing volume of imports of fish and fishery products. Therefore, the decline in the fishing industry cannot be attributed to lack of domestic demand.

In recent years, other nations have been subsidizing the expansion of their high seas fishing operations. Consequently, we now find fleets of many nations fishing practically within sight of our coast. Other countries are also planning expansion of their distant water fishing fleets—for example, Poland has embarked on a policy to more than quadruple their fish production by 1980. This increase is to be achieved through developing a large fleet of freezer trawler vessels. Thus, international competition will continue to increase for valuable stocks of fish within easy reach of our principal fishing ports.

Unless we find solutions to the major economic problems now besetting our fishing industry, we will, in effect, turn these valuable resources over to our foreign competition by default. It is imperative that we act now to find feasible alternatives for improving earnings of capital and labor in the fishing industry. If the declining trend in food fish landings can be arrested and turned into a rising trend, the commercial fishing industry will once again be contributing to economic growth as it did in our earlier years of development.

Plan of work.—The economic research will be organized in two units; namely, a demand and marketing research section and a supply and resource use section. Thus the industry problems will be approached both from the source of income as represented by consumer expenditures, and from the supply side in terms of resources available to the industry and the cost of fishing as determined by the cost of labor, capital, supplies, etc., to the industry and the productivity of these inputs.

Economic research will be conducted on general fishery economic problems and on specific regional problems in coordination with regional technological and biological studies. The general program of basic economic research will include:

(1) Historical studies by species to describe the economic changes in the production, trade, and consumption of each fishery product.

(2) Analysis of consumer demand including the responsiveness of consumers to price changes, the growth or decline of demand for each product, and the competition between different fishery products, and between fishery products and other protein foods.

(3) Analysis of marketing facilities and methods to seek means for improving quality and efficiency and cutting costs.

(4) Analysis of returns to capital and labor by fishery, with an analysis of the underlying factors determining these returns.

(5) Investigation of the basic economic relationships involved in various combinations of capital and labor to attain the most productive levels of fishing effort in various kinds of fisheries.

(6) Development of a base unit for measuring fishing effort which will enable fishing effort of various types of gear to be aggregated as well as for use in measuring the substitutability of capital and labor in fishing effort.

(7) Studies of the effect of organization of each fishery on earnings and feasible alternatives for management of fishery resources to conserve the resource and yet maintain efficiency in the use of capital and labor in fishing.

In addition to the above general areas of research, specific problems will be studied in connection with technological and biological research. For example, economic research on the impact of irradiation on the extent of the market could be combined with the technological research in this area to more precisely determine the economic feasibility of the use of this process.

(*b*) *Exploratory fishing and gear development*

The estimate for 1966 of $1,483,300 is a decrease of $12,000 compared to 1965, consisting of—

(1) A decrease of $30,000 for program savings resulting from the Bureau's cost reduction and manpower conservation program.

(2) A nonrecurring item of $45,000 included in fiscal year 1965 for the acquisition of a vessel for use in reservoir research.

(3) An increase of $63,000 for increased operation and maintenance costs for four exploratory fishing vessels.

Need for increase.—An increase of $63,000 is needed for additional operation and maintenance costs for four Bureau vessels: The *John N. Cobb*, the *George M. Bowers*, the *Oregon*, and the *Kaho*. Maintenance and operational requirements vary among the vessels of the fleet according to the age, type of service, and type of equipment onboard. Much of the maintenance work to be done will, of necessity, depend upon results of annual inspections by the American Bureau of Shipping and the recommendations of the U.S. Coast Guard. Estimated operating and maintenance costs and the increase in funding required for each vessel are shown in the following table:

Facility	Year completed	Estimated annual operations and maintenance costs		Increase
		Fiscal year 1965	Fiscal year 1966	
John N. Cobb	1950	$97,000	$105,000	$8,000
George M. Bowers	1956	65,500	91,500	26,000
Oregon	1946	133,400	158,400	25,000
Kaho	1961	34,600	38,600	4,000
Delaware	1937	210,000	210,000	----------
Rorqual	1941	30,000	30,000	----------
Total	----------	570,500	633,500	63,000

John N. Cobb, $8,000: This increase is needed to provide for increased wage costs for the vessel crew, resulting from adjustment of wage rates and for the increased costs of operation and maintenance involving overhaul of the vessel's main and two auxiliary engines.

George M. Bowers, $26,000: The $26,000 increase is needed to provide $15,000 for acquisition and installation of a replacement for the main engine; and $11,000 for overhauling the auxiliary electronic gear, main trawling winch, and refastening hull, and the replacement of obsolete equipment needed to meet navigation requirements. This will assure maintenance of the vessel in a satisfactory condition from the viewpoint of safety and program requirements.

Oregon, $25,000: The increase for this vessel is needed to provide increased operation and maintenance costs, including $13,000 for the estimated increased cost of annual haulout and repairs and maintenance incident thereto, replacement of generators, winches, fuel system, freezing units, and other equipment where further repairs would not be economical; $6,000 for increased wages for the vessel crew, resulting from adjustment of wage rates and the need for approximately 15 additional days at sea to meet program requirements; and $6,000 for increased cost of fuel and galley supplies for the additional days at sea.

Kaho, $4,000: This increase is needed for increased wage costs for the vessel crew, resulting from wage rate adjustments and the need for an estimated 10 additional days on the Great Lakes due to expansion of operations in Lake Superior; and for repair or replacement of the vessel's generators.

Shore facilities, $30,000 reduction: It is estimated that operation and maintenance costs totaling $218,300 in the fiscal year 1965 for exploratory fishing and gear research shore facilities can be reduced to $188,300 in the fiscal year 1966 through savings to be effected under the Bureau's cost reduction and manpower conservation program. The $30,000 reduction offsets in part the additional $63,000 required to meet additional operation and maintenance costs for exploratory fishing and gear research vessels.

Plan of work.—Exploratory fishing operations will continue to emphasize determination of the extent and seasonal availability of pelagic, demersal, and shellfish resources. These include studies on the magnitude of newly discovered tuna and sword fish stocks off the Middle North Atlantic coast as well as accelerated investigations on the surf clam fishery in this area.

Exploratory efforts in the Caribbean will be concentrated along the Lesser Antilles emphasizing availability of pelagic species. Work off the South Atlantic coast will include pelagic explorations for swordfish and tuna as well as determination, by season, of availability of commercial species of bottomfish.

Explorations in Alaska will be concentrated in the area west of Kodiak Island. Emphasis will be on shrimp, king crab, and bottomfish. Experimental fishing operations in the Oahe Reservoir (South Dakota) will emphasize inventory of the available fishery resources and development of techniques for efficient har-

vesting of the stocks. Great Lakes exploratory fishing efforts will continue to emphasize evaluation of stocks available to trawling gear.

Gear research and development activities will continue to emphasize the electrical shrimp trawl, the large midwater trawl, development of deepwater observation tools, and the rice-farm-fish pond haul seine.

(c) *Market News*

The estimate for 1966 of $634,600 is a decrease of $20,000 over 1965.

The decrease of $20,000 is due to program savings to be effected under the Bureau's cost reduction and manpower conservation program, reducing the number of Market News offices from eight to seven.

Plan of work.—To continue to collect, compile, publish, and disseminate data on fishery landings, receipts, prices, stocks, packs, market conditions, trends, imports, rail and truck movements, and information on developments in this country and foreign countries affecting our fishery industries. Information is distributed by daily, monthly, annual, and other periodic reports; through newspapers, periodicals, and radio, and by telephone, wire, and personal contacts. Work is performed by Bureau employees. This information is used primarily by the fishery and allied industries and is not available from any other source.

(d) *Statistics*

The estimate of $375,400 for 1966 is the same as for 1965.

Plan of work.—To continue at the present level the collection, tabulation, analyzing, and dissemination of information for fisheries of the United States on (1) the volume and value of the catch of each species by types of gear, area of capture, and point of landing; (2) the number and quantity of operating units (fishermen, fishing craft, gear, wholesale and processing plants, and shoreworkers) employed in the fisheries; (3) the volume and value of processed fishery products; (4) monthly freezings and stocks of frozen fish; (5) monthly production of fish meal and oil, fish sticks and portions, and breaded shrimp; (6) the publication of monthly State landing bulletins; (7) release of monthly foreign trade statistics; and (8) the conduct of staff activities relating to statistical matters.

(e) *Technology*

The estimate for 1966 of $1,945,900 is the same as for 1965, due to—

(1) A decrease of $44,000 for program savings resulting from the Bureau's cost reduction and manpower conservation program.

(2) An increase of $44,000 for increased operation and maintenance costs for technological research facilities.

Need for increase.—An increase of $44,000 is needed to provide for increased operation and maintenance costs for technological research facilities located at Seattle, Wash., Pascagoula, Miss., College Park, Md., and Ketchikan, Alaska. Estimated operating and maintenance costs and the increase in funding required for individual facilities are shown in the following table:

Facility	Year completed	Estimated annual operations and maintenance costs		Increase
		Fiscal year 1965	Fiscal year 1966	
Seattle, Wash.	1964	$131,900	$151,000	$19,100
Pascagoula, Miss.	1957	13,100	23,100	10,000
College Park, Md.	1940	202,000	206,900	4,900
Ketchikan, Alaska	1937	25,000	35,000	10,000
Gloucester, Mass.	1960	150,000	150,000	
Total		522,000	566,000	44,000

Seattle, Wash., $19,100: This new Biological-Technological Laboratory was completed in December 1964. It is estimated that the additional operation and maintenance costs for the new facility for the first full year of operation will total $112,100, of which the prorated cost to the technological unit, which is financed under this subactivity, is $49,100. The additional cost to the biological unit is budgeted under the coastal and offshore research subactivity. The sum

of $30,000 was provided in fiscal year 1965 for a part of that year. The $19,100 increase, shown on the table above, is needed to provide for a total increase for the technological portion of operation and maintenance of $49,100 required for the first full year of operation, involving approximately 6 more months of operation than in fiscal year 1965.

Pascagoula, Miss., $10,000: This increase is needed to provide for additional maintenance contracts for new complex electronic instruments and equipment, $2,500; additional cost of maintenance contract for air-conditioning system and freezer room, $1,200; additional cost of laboratory and grounds maintenance due to higher wage rates, and increased costs of supplies and materials, $1,100; and building alterations to better utilize available space to meet program needs, requiring plumbing, carpentry, and electrical work, $5,200.

College Park, Md., $4,900: The $4,900 is to provide for increased cost of custodial services, $1,900; and increased cost of equipment maintenance, $3,000. This includes operating approximately 6,000 square feet of new engineering research space. The new space, which will house three experimental units for production of fish protein concentrate (FPC), will be available for approximately 5 months of fiscal year 1965, in a building now under construction for lease to the General Services Adminstration.

Ketchikan, Alaska, $10,000: This increase is needed for dock repairs, $5,000; garage roof, $2,000; and painting the interior of laboratory, $3,000. A more adequate continuing maintenance program is required to arrest deteriorating condition of structures at this facility.

Program reduction, $44,000: A savings of $44,000 to be effected in the fiscal year 1966 under the Bureau's cost reduction and manpower conservation program will offset the increase needed for increased costs of operation and maintenance of technological research facilities.

Plan of work.—Technological research will be in four principal areas: (1) processing and preservation, (2) fish protein concentrate, (3) chemistry of fish, and (4) microbiology.

Research on processing and preservation of fishery products is designed to enable the fisherman and the processor to improve product quality and to better meet competition from other protein foods and from foreign fishery products. Engineering and feasibility studies will be performed at an accelerated pace to mechanize and automate fish processing techniques, and to evaluate a prototype of a commercial fishery products irradiator. Products irradiated in this new facility will be subjected to commercial distribution experiments to determine the effect of irradiation practices on product acceptability and economical handling. New refrigeration engineering tehniques and data on effects of temperatures and times of storage and of handling methods, both aboard vessels and ashore, will be applied to improve the quality of chilled and frozen fishery products.

Fundamental problems in the development of satisfactory processing techniques and in the maintenance of nutritional values of FPC will be investigated to determine the most efficient processing methods and to develop products which will achieve high consumer acceptability. These studies will permit economic commercial manufacture of FPC for human consumption, thus increasing overall markets for domestic fishery products in deficient diets throughout the world.

The fundamental chemical characteristics of fish and fishery products will be investigated in an effort to develop better utilization by upgrading quality or finding totally new uses for these products. This research will result in healthful diversification of the industry.

Reports of pesticide residues in fish have adversely affected public confidence in fishery products. These residues, when found, are usually located in the fat deposits of fish, rather than in the edible flesh. Data on residues and their metabolites in fish and fishery products will be collected to aid in establishing safe tolerances. Also, research will be carried out to remove the oils in fish which have already been subjected to mild contamination.

Incidences of botulism in canned and smoked fish during the past year have affected sales. Procedures will be established to reduce these and other contaminants in fishery products in order to restore consumer acceptance. Studies will be conducted on the distribution of the organism in the environment; the means of transference from its natural habitat to fish flesh; and the role of commercial fish processing, packaging, and handling methods in inhibiting growth and the formation of toxins.

(f) Foreign fisheries and trade

The estimate of $134,700 is the same as for 1965.

Plan of work.—The Bureau is responsible for collecting, coordinating, analyzing, and evaluating current intelligence information on the biological, technological, and economic aspects of the fisheries of foreign countries. Information on foreign fishery activities and developments is used by the Department of State, including the Agency for International Development (AID); the various conservation agencies within the Department of the Interior; the Congress; and the U.S. fishing industry. Foreign fishery activities and developments have direct bearing on the status of the U.S. fishing industry, on U.S. policy both domestic and foreign, and on fishery programs and actions of the U.S. Government. The Bureau also conducts activities concerned with international organizations such as the Food and Agriculture Organization (FAO) of the United Nations and the Organization for Economic Cooperation and Development (OECD). The Bureau prepares for U.S. participation in, and contributions to, international fishery meetings and conferences sponsored by such organizations. To accomplish the Bureau's responsibilities in these fields, the foreign fisheries subactivity conducts programs in foreign operations and international organization affairs.

The foreign operations program will continue to:

(1) Collaborate with the Department of State for the collection of foreign fishery information from over 300 embassies and consulates in foreign countries; service the fishery attaché program; coordinate and prepare requests for current information from foreign service posts; supply embassy and consulate officials with information and material on the U.S. fisheries; and disseminate information received from abroad to the U.S. fishing industry and Government.

(2) Provide analysis of, and current reports on, activities and developments concerning the fishing industries of foreign countries, and fishery policies and programs of foreign governments.

(3) Determine the effects of foreign fishery activities and developments on the U.S. fishing industry and on U.S. Government programs and policies, and assist in providing solutions to foreign competition problems.

(4) Provide technical expertise in support of fishery programs conducted in foreign countries with the financial support of AID.

(5) Coordinate contracts for fishery research projects conducted by foreign countries and sponsored by the Public Law 480 program, such projects deemed to be also in the interest of the U.S. fishing industry.

The international organization affairs program will continue to:

(1) Coordinate and/or participate in Bureau preparations involving meetings and activities of international organizations, such as OECD; FAO; United Nations Educational, Scientific, and Cultural Organization; United Nations Special Fund; and regional FAO fishery councils and commissions.

(2) Take appropriate Bureau actions regarding fishery programs of intergovernmental and other international organizations; collaborate with other U.S. agencies on international organization matters requiring interdepartmental action.

(3) Coordinate and/or prepare U.S. position papers, background papers, contingency papers, briefing books, and other supporting materials dealing with fishery matters for use at international meetings.

(4) Prepare reports and publications on the activities and meetings of international organizations for use of U.S. Government officials and the fishing industry

(g) Fishery education and market development

The estimate for 1966 of $87,200 is an increase of $50,000 over 1965 and two positions to initiate and develop a foreign trade expansion program.

Need for increase.—Many segments of the domestic fishing industry are suffering for lack of export markets because of socioeconomic changes in the United States that have resulted because of the consumer's general shift to higher priced and more prestigious types of foods. Several of our traditional fisheries still depend extensively on foreign sales but many species are underutilized and need further market development. These include such species as pink and chum salmon, California mackerel, squid, river herring, and anchovy. The emerging countries represent the last untapped market areas of the world. Where U.S.

fishery products are known, it has been our experience that there is a normal preference for them on the part of the local population. To date, the Bureau's market development efforts have been primarily confined to the United States with only nominal attention to oversea areas. With certain exceptions, the domestic fishing industry generally lacks the organization, experience, and funds to implement an effective export program. The Bureau will supply the know-how and the encouragement to industry by organizing and administering "do-it-yourself" trade missions to introduce U.S. fishery products in countries with market potential. Also, as another means of supporting the President's export program, arrangements will be made for industry to participate in U.S. foreign trade fairs where U.S.-produced fishery products will be displayed and sold. This will stimulate local demand that can be further developed through normal trade channels. Success of these projects will improve the economic status of many domestic fishery groups.

Plan of work.—(1) Organize "do-it-yourself" foreign trade missions for all segments of the fishing industry. These will be carefully planned and developed in coordination with the foreign trade mission group in the Department of Commerce. Each mission will accept only industry members with products that have a market potential in the areas to be covered, i.e., high-priced gourmet-type foods (scallops, lobsters, shrimp) for Western European countries where the economic conditions have changed the eating habits and consumption of high-priced foods is increasing. Processors of low-cost fishery products will visit developing countries in need of lower priced animal protein to improve diets. Commerce has agreed to cooperate and assist the Bureau in its endeavors.

(2) Industry will be contacted and encouraged to participate in foreign trade and agricultural fairs. Department of Agriculture will cooperate in making space available at the major fairs. The Bureau will assist industry in procuring display material appropriate to each country and make preliminary and post arrangements for merchandise to be displayed and sold. Fishery marketing specialists will supervise each fishery exhibit. This type of market development permits small and medium size firms to open new export markets at a nominal cost.

(3) Space for displaying and merchandising domestic fishery products will be used at the three permanent U.S. Foreign Trade Centers operated by the Department of Commerce in Milan, Tokyo, and London. These installations will be serviced through interagency coordination.

(4) Industry will be informed of export opportunities and advisory assistance offered.

These plans closely follow the techniques used by both the Departments of Commerce and Agriculture in successfully developing oversea markets for both industrial and farm products.

Other programs conducted under this subactivity will be continued at the same level as in 1965. Recipes of fish-farm products will be developed for inclusion in a recipe booklet to be used in consumer education activities. Test-kitchen research will be conducted in cooperation with Bureau technological studies of shelf life extension and new product development. Fish cookery demonstrations, seminars, merchandising clinics, and other consumer education activities designed to improve the image of fishery products with consumers and to educate school lunch and institutional feeders in use of fishery products will be conducted. Also, marketing studies on present use and market potential of catfish products and a study of all facets of production and marketing of live fish for stocking fee and free recreational fishing areas will be continued.

In addition to funds shown under this activity, additional funds are available under the Saltonstall-Kennedy program as shown in the following table:

[In thousands of dollars]

Subactivity	Annual definite appropriation		Saltonstall-Kennedy funds		Total program	
	1965	1966	1965	1966	1965	1966
(a) Economics	180.5	220.5	123.0	123.0	303.5	343.5
(b) Exploratory fishing and gear development	1,495.3	1,483.3	411.0	411.0	1,906.3	1,894.3
(c) Market news	654.6	634.6	37.0	37.0	691.6	671.6
(d) Statistics	375.4	375.4	332.0	332.0	707.4	707.4
(e) Technology	1,945.9	1,945.9	505.0	505.0	2,450.9	2,450.9
(f) Foreign fisheries and trade	134.7	134.7	20.0	20.0	154.7	154.7
(g) Fishery education and market development	37.2	87.2	691.0	691.0	728.2	778.2
Total	4,823.6	4,881.6	2,119.0	2,119.0	6,942.6	7,000.6

3. Research

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
(a) Coastal and offshore research	$8,778,216	$10,411,089	$10,510,800	+$99,711
(b) Inland fisheries	278,282	351,700	413,800	+62,100
(c) Shellfish	597,897	983,200	988,700	+5,500
(d) Designing fish protective devices	39,337	43,100	43,100	----------
(e) Employees' compensation fund payments	6,500	14,400	43,000	+28,600
Total	9,700,232	11,803,489	11,999,400	+195,911

(a) Coastal and offshore research

The estimate of $10,510,800 is an incerase of $99,711 over 1965, consisting of—

(1) A decrease of $55,500, due to program savings resulting from the Bureau's cost reduction and manpower conservation program.

(2) An increase of $155,200 for increased operation and maintenance costs for vessels and shore facilities and an increase of $11 to round off the appropriation.

Need for increase.—An increase of $155,200 (and four additional positions) is requested for the operation and maintenance costs of (1) new facilities that will be completed and put into operation during fiscal year 1966 and those facilities in operation during a portion of fiscal year 1965 that must be operated for the full 1966 fiscal year, and (2) more adequate operation and maintenance of existing facilities. Estimated operating and maintenance costs and the increase in funding proposed for individual facilities are shown in the following table:

Facility	Year completed	Estimated annual operation and maintenance costs		Increase
		Fiscal year 1965	Fiscal year 1966	
Laboratories:				
(1) Seattle, Wash	1964	$326,100	$339,100	$13,000
(2) Washington, D.C.-Miami, Fla	1965	120,000	152,000	32,000
(3) Woods Hole, Mass	1960–61	215,000	225,000	10,000
(4) La Jolla, Calif	1964	187,000	204,000	17,000
(5) Auke Bay, Alaska	1960	132,000	145,200	13,200
Subtotal	----------	980,100	1,065,300	85,200
Vessel: (6) *Undaunted*	1964	123,200	[1] 193,200	70,000
Total	----------	1,103,300	1,258,500	155,200

[1] Includes outfitting costs.

(1) Seattle, Wash., $13,000: This new biological-technological laboratory was completed in December 1964. It is estimated that the additional operation and maintenance costs for the new facility for the first full year of operation will total $112,100, of which the prorated cost to the biological unit, which is financed under this subactivity, is $63,000. The additional cost to the technological unit is budgeted under the technology subactivity. The sum of $50,000 was provided in fiscal year 1965 for a part of that year. The $13,000 increase is needed to provide the additional $63,000 required for the first full year of operation, involving approximately 6 more months of operation than in fiscal year 1965.

(2) Washington, D.C.-Miami, Fla., $32,000: The new Miami laboratory is scheduled for completion in the fall of 1965. The increased cost for operation and maintenance of the new facility is estimated at $150,000 annually. The increased operation and maintenance cost for the period that the facility will be in operation in the fiscal year 1966 is estimated at $60,000. In addition, $40,000 will be needed in 1966 to provide for the cost of moving scientific equipment, office furniture, etc., used in the conduct of the tropical Atlantic oceanography research programs, from the Washington, D.C., laboratory to the new Miami facility; for moving expenses incident to the transfer of the official station of personnel employed in the program; and costs incident to the shifting of the home port of the two vessels engaged in the research programs from Washington to Miami. The total increased cost for 1966 of $100,000 is offset in part by a reduction of $68,000 in the operation and maintenance costs of the Washington, D.C., laboratory, a net increase of $32,000. The $60,000 needed for additional operation and maintenance costs of the new facility includes $31,000 for salaries, wages, and related costs for operation and maintenance personnel; $15,000 for utilities; and $14,000 for buildings and grounds maintenance equipment and supplies, library supplies and materials, and miscellaneous equipment and supplies.

(3) Woods Hole, Mass., $10,000: This increase is to provide $8,000 for increased maintenance costs, and $2,000 for increased utility costs. Of the $8,000 for increased maintenance costs, $1,000 is for dock maintenance, including costs for the periodic creosoting of pilings, replacement of fenders and painting; $4,000 is for maintenance of the salt water system, including periodic repairs to or replacement of pumps, pump parts, pipes, etc.; and the remaining $3,000 is for aquarium maintenance, including painting, refinishing, and other routine maintenance required as a result of traffic in excess of 200,000 visitors annually.

(4) La Jolla, Calif., $17,000: The cost for operation and maintenance of this new facility for the first full year of operation is estimated at $189,000. The sum of $172,000 was provided in fiscal year 1965 to cover operation and maintenance costs for approximately 10 months. A $17,000 increase is to provide for a full year of operation; 2 additional months, in fiscal year 1966.

(5) Auke Bay, Alaska, $13,200: The additional cost for operation and maintenance of the Auke Bay laboratory is estimated at $13,200. The $13,200 is to provide for painting exterior of laboratory, $2,000; well drilling needed to provide an adequate water supply, $2,000; increased cost of utilities, fuel, and telephone, $2,000; annex rental space required to handle shellfish investigation and observer program, $2,000; maintenance of newly installed salt and fresh water system, $3,000; dock maintenance and operation (completed fiscal year 1965), $1,200; and increased costs for shop equipment, maintenance, and replacement, $1,000.

Other laboratories and field stations, $55,500 reduction: It is estimated that operation and maintenance costs totaling $1,068,300 in the fiscal year 1965 for coastal and offshore research facilities not identified above can be reduced to $1,012,800 in the fiscal year 1966 through savings to be effected under the Bureau's cost reduction and manpower conservation program. The $55,500 reduction offsets in part the additional $155,200 increase in operation and maintenance costs detailed above.

(6) *Undaunted*, $70,000: Conversion of this vessel, acquired from surplus, for use in the tropical Atlantic research program is scheduled for completion in the spring of 1965. The increase is to provide for the first full year of operation in the fiscal year 1966. Of the $70,000, $55,000 is needed for increased operating costs including $28,000 for fuel; $2,000 for lubricating oils; $15,000 for mess supplies; and $10,000 for shore power and miscellaneous supplies. The remaining $15,000 is needed for increased maintenance costs for the main and auxiliary engines, motors, generators, navigation, and other electrical equipment; structural repairs and minor alterations; drydocking and hull maintenance; and other miscellaneous maintenance costs.

Other vessels: Operation and maintenance costs are estimated at $1,793,400 for the fiscal year 1965. It is estimated that these costs can be held to the same level in the fiscal year 1966.

Plan of work.—The 1966 research program has been planned to take full advantage of the new laboratories and vessels completed during the past 5 years as a part of the Bureau's national program. Basic research and studies of the ocean fisheries will use the new and special facilities which are becoming available. This work will be conducted in cooperation with various State and Federal governmental agencies, universities, oceanographic institutions, and the industry. Cooperative studies with international commissions and with intergovernmental and interagency organizations form a prominent and important part of this program. The Bureau will continue to pay its share of the costs to support multiagency programs of benefit to our fisheries, including the National Oceanographic Data Center and the tropical Atlantic fisheries oceanographic program.

ADP, telemetry, instrumentation, and other electronic gear and equipment will be employed or developed to increase efficiency of all operations. Greater effort is being made to process data abroad vessels while at sea so that the information will be available for immediate use upon return to shore.

Studies of salmon in the marine and fresh water environment will continue with emphasis on marine growth and survival, the productive capacity of lakes and rivers, and the distribution and abundance in the estuaries of seaward migrating juveniles. The effects of the recent earthquake upon the salmon producing areas of central Alaska are a minor but important part of the research program.

Using research vessels, extensive samples will be taken in coastal and offshore waters to estimate the extent of fish, shrimp, or shellfish spawning, to determine the numbers, distribution, and survival of planktonic eggs and larvae and to assess the effects of the fishery on the spawning stocks of fish.

Laboratory and field studies on the behavior of tuna and other fish will be accelerated. The results of such studies will enable scientists and fishermen to predict where fish are most likely to occur in greatest numbers and will provide for the development of more efficient methods of taking fish in the ocean and along the coasts.

Because of the threat of foreign exploitation, studies of the North Pacific whale stocks will be increased.

Investigations on the effect of man on the environment are becoming increasingly important; particular attention will be given to the effect of pesticides on fish and acquatic life. Other studies of basic productivity and energy relationships to living resources will permit a more accurate assessment of the effects of environmental changes (natural and man made) on important marine resources.

With information from this research program, the Bureau can effectively assist the States in the management of the resources; the fishing industry to make a more efficient harvest; and the consumer to obtain a better fishing product at a more reasonable price.

(*b*) *Inland fisheries*

The estimate for 1966 of $413,800 is an increase of $62,100 over 1965. Five additional positions are required.

Need for increase.—Of the $62,100 increase, $56,100 is needed for additional operation and maintenance costs for the fishery research center at Ann Arbor, Mich.; and $6,000 is needed for additional costs for the vessels *Cisco* and *Musky II*. Estimated operating and maintenance costs and the increase in funding required for individual facilities are shown in the following table:

Facility	Year completed	Estimated annual operation and maintenance costs		Increase
		Fiscal year 1965	Fiscal year 1966	
Laboratory: Ann Arbor, Mich.	1965	$97,900	$154,000	$56,100
Vessels:				
Cisco	1950	23,000	27,000	4,000
Musky II	1960	11,300	13,300	2,000
Oahe Reservoir vessel	1965	20,000	20,000	
Total		152,200	214,300	62,100

Ann Arbor, Mich., $56,100: This new research facility is scheduled for completion by April 1965. The additional operating and maintenance cost for the first full year of operation is estimated at $96,100. The sum of $40,000 was provided for the additional costs in the fiscal year 1965 to cover operation of the facility for a part of that year. The $56,100 increase is needed to provide the additional $96,100 required for the first full year of operation, involving approximately 9 more months of operation than in fiscal year 1965.

Cisco, $4,000: Increased wages for vessel crew, fuel, mess supplies, and other operating costs due to an estimated additional 2 weeks on the lakes to meet program needs, $3,100; and additional maintenance costs due to increased vessel use, increased shipyard rates, and increased cost of supplies and materials, $900.

Musky II, $2,000: Increased wages for vessel crew, fuel, mess supplies, and other operating costs due to an estimated additional 2 weeks on the lakes to meet program needs, $1,400; and additional maintenance costs due to increased vessel use, increased shipyard rates, and increased cost of supplies and materials, $600.

Plan of work.—The species composition of fish in Lake Erie has changed drastically in recent years. The more valuable species have been replaced by species of low value. This has had an adverse effect on the fishing industry. Increased emphasis in fiscal year 1966 will be placed on evaluating the relationship between various environmental factors on the growth and survival of Lake Erie commercial species. Studies also will be conducted on the abundance and distribution of various species and their environmental requirements.

In the offshore waters of Lake Michigan, research efforts are to be oriented toward evaluating the effect of the expanding trawl fishery on the chub resource. Within restricted areas, measurements will be made of the size of chub and alewife stocks under increasing rates of harvest. Also, it is planned to initiate research on the biological interrelationships between the two species. Knowledge gained from these studies will provide a basis for recommendations for management of the fishery. In Oahe Reservoir, S. Dak., additional sampling stations are to be established. At these stations data will be collected on the abundance, age composition and mean size of the fish captured. Research will be continued on the migratory patterns of major reservoir species.

(*c*) *Shellfish*

The estimate for 1966 of $988,700 is an increase of $5,500 over 1965, consisting of:

(1) A decrease of $22,500 due to program savings resulting from the Bureau's cost reduction and manpower conservation program.

(2) An increase of $28,000 for increased operation and maintenance costs of a new research laboratory.

Need for increase.—Milford, Conn., $28,000: This new research laboratory is scheduled for completion in January 1966. The additional annual cost for operation and maintenance of this new facility is estimated at $115,000. Three additional positions will be required. The $28,000 is to provide for increased operation and maintenance costs for the period that the new facility will be in operation in the fiscal year 1966. The increase includes $15,000 for salaries and related costs for operation and maintenance personnel; $4,000 for utilities; $3,000 for buildings and ground maintenance and janitorial supplies; $4,000 for fuel; and $2,000 for maintenance of sea water systems. The additional cost estimates were developed on the basis of Bureau experience in operating other research facilities. This increase will be offset in part through a decrease of $22,500 for other facilities.

Other facilities, $22,500 reduction: It is estimated that operation and maintenance costs totaling $339,100 in the fiscal year 1965 for other shellfish facilities can be reduced to $316,600 in the fiscal year 1966 through savings to be effected under the Bureau's cost reduction and manpower conservation program. The $22,500 reduction offsets in part the additional $28,000 required to meet additional operation and maintenance costs at the Milford, Conn., laboratory.

Plan of work.—Studies on artificial culture of oysters and clams, MSX and other diseases of these shellfish and control of shellfish predators will continue at Bureau laboratories at Milford, Conn., and Oxford, Md.

Artificial culture studies will emphasize methods of spawning and raising oysters and clams to setting stage, growing of natural foods for the young shellfish, development of artificial foods and genetic studies to provide background knowledge for the development of selective breeding.

Disease research will center on determining the causative organisms for unexplained oyster mortalities; assessment of the present distribution and virulence

of the MSX blight in Chesapeake and Delaware Bays; development of tissue culture and other techniques for disease studies; and investigations of possible control methods.

Special disease-resistant strains of oysters are being developed as a means of overcoming losses caused by virus infections—especially disastrous in the Chesapeake Bay area.

Studies of the chemical method for the control of drilling snails will continue, as well as research on chemical and mechanical methods to control starfish, another important shellfish predator.

Research on the surf clam and lobster programs, initiated in fiscal year 1965, will continue at Bureau laboratories at Boothbay Harbor, Maine, and Oxford, Md. Emphasis will be placed on the biology of surf clams to determine their spawning cycle, growth rate, and natural mortality. The lobster studies will concentrate on defining the relationship between the inshore and offshore populations, and determining their life history and movements.

Many of these programs will be conducted in cooperation with State and private agencies, where specialized capabilities are available.

The radiobiology studies, at the Beaufort, N.C., laboratory, will continue to investigate the accumulation and effect of radioactive materials on important commercial species in the inshore waters. Studies will also be undertaken to explore the use of radioactive compounds in life history studies. These materials may be important tools in determining foods of shellfish, growth, and other physiological functions.

Work with the various States and the industry to apply research results to the improvement of shellfish production and management will be continued.

(*d*) *Designing fish protective devices*

The estimate of $43,100 is the same as for 1965.

Plan of work.—A staff of four technicians, consisting of two biologists and two engineers, will continue to carry out the Bureau's responsibility for developing and reviewing functional plans for fish protective facilities which include fishways, adult collection systems and traps, various kinds of screens and louvers, skimmers or gulpers for collecting downstream migrants, and artificial spawning and rearing areas. These fish facilities cost millions of dollars. Ingenuity and judgment plus the latest research findings form the basis for design development. Special projects are recommended for intense research by Bureau personnel engaged in special studies designed to resolve problems associated with fish migration over dams. Only through maximum utilization of each member of the small staff is it possible to give attention to fish facility designs for over 50 projects considered each year.

During 1966 the major effort will be exercised in developing preliminary plans for adequate fish facilities for the High Mountain Sheep project on the Snake River, expected to cost several million dollars, and for the Dworshak project in the Clearwater River system to preserve an annual steelhead run estimated at 20,000 fish. Efforts will be made to improve inspection of completed projects and to assist in bettering fish facility operations. This is a critical area of our activities and should have more attention in view of the huge Federal and private investments in these facilities. Additional assistance will be given for the design of fish facilities at other projects within the Columbia River Basin as well as for many projects outside the Columbia River Basin, particularly in California. Close cooperation with State fishery technicians will be continued. Further, services will be provided for any Federal Power Commission hearings which may be held involving fish facilities at new or existing projects.

(*e*) *Employees' compensation fund payments*

The estimate of $43,000 is an increase of $28,600 over 1965 to provide for payments to the employees' compensation fund, Bureau of Employees' Compensation, as required under section 209, Public Law 86-767, to cover the cost of benefits paid in the fiscal year 1964 due to injuries or deaths of Bureau of Commercial Fisheries employees. The total benefit payment is broken out below by types of compensation.

Medical and other	$19,028
Nonfatal compensation	21,240
Fatal compensation	2,730
Total	42,998

This amount does not indicate the total costs for compensation benefits during 1964, as many additional benefits become payable in future years. An increase in payments during a given year does not necessarily mean increase in severity or frequency of injuries as benefit costs paid on some injuries and deaths occurring in prior years have been included. Increases in medical costs and higher monthly compensation resulting from salary increases are related factors affecting costs.

In addition to funds shown under this activity, additional funds are available under the Saltonstall-Kennedy program, as shown in the following table:

[In thousands of dollars]

Subactivity	Annual definite appropriation		Saltonstall-Kennedy funds		Total program	
	1965	1966	1965	1966	1965	1966
(a) Coastal and offshore research	10,411.1	10,510.8	2,019.0	2,219.0	12,430.1	12,729.8
(b) Inland fisheries	351.7	413.8	167.4	167.4	519.1	581.2
(c) Shellfish	983.2	988.7	197.6	197.6	1,180.8	1,186.3
(d) Designing fish protective devices	43.1	43.1			43.1	43.1
(e) Employees' compensation fund payments	14.4	43.0			14.4	43.0
Total	11,803.5	11,999.4	2,384.0	2,584.0	14,187.5	14,583.4

4. Research on Fish Migration Over Dams

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966, increase (+) or decrease (−)
Research on fish migration over dams	$1,495,092	$1,424,800	$1,424,800	

Research on fish migration over dams

The estimate for 1966 of $1,424,800 is the same as for 1965.

Plan of work.—Additional emphasis will be given to refining known methods of collecting young salmon in streams at the head of reservoirs and to developing new techniques for this purpose. Vertical and horizontal distribution of salmon in streams will be determined to provide a basis for the most efficient locations of collection devices. The work will include a marking study to determine the effect of transportation on the homing ability of salmonids. Studies of fingerling passage through turbines and the development of turbine bypass systems will be pursued on a prototype scale. Fingerling migration rates, timing, and the numerical contribution of major populations will be examined at key stations in the Columbia River drainage to assess current conditions and provide a basis for comparison and corrective action when proposed water resource developments are completed. Effects of water temperature on adult salmonids in fishway situations and under holding conditions prior to spawning are to receive special attention. Both the physical and biological environments will be studied as these relate to predicted effects on salmonid populations and methods of controlling extreme conditions. Current research on the behavior and passage of salmonids in large and small reservoirs is to be completed and summary reports are to be written. Research plans will be reviewed and agreed upon in joint planning sessions with participating State and Federal agencies. These conferences give special attention to the elimination of duplicate effort and to work deemed not critical to the aims of the program.

In addition to funds shown under this activity, additional funds are available under the Saltonstall-Kennedy program as shown in the following table:

[In thousands of dollars]

Activity	Annual definite appropriation		Saltonstall-Kennedy funds		Total program	
	1965	1966	1965	1966	1965	1966
Research on fish migration over dams	1,424.8	1,424.8	250.0	250.0	1,674.8	1,674.8

5. Fishing Vessel Mortgage Insurance

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Fishing vessel mortgage insurance	$36,077	$43,900	$43,900	

Fishing vessel mortgage insurance

The estimate for 1966 of $43,900 is the same as for 1965.

Plan of work.—This program provides for the insurance of mortgages given to aid in the construction, reconstruction, or reconditioning of fishing vessels. The funds loaned are provided by banks or other private lending institutions and their loans on mortgages are insured by the Bureau. An insurance premium is paid by the borrower which goes into a revolving fund along with investigation and commitment fees paid by the borrower. This fund will be used to pay any claim which may occur provided the mortgage or loan goes into default. In this circumstance the collateral will be taken over by the Bureau and can be liquidated with the funds obtained being returned to the revolving fund. Work necessary to the administration of this program is performed by the Bureau with legal assistance furnished by the Office of the Solicitor, a unit of the Office of the Secretary.

6. Columbia River Fishery Facilities

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Columbia River fishery facilities	$2,083,105	$2,270,800	$2,382,800	+$112,000

Columbia River fishery facilities

The estimate for 1966 is $2,382,800, an increase of $112,000 over 1965. The increase includes $88,400 for operation and maintenance of fish hatcheries, and $33,600 for screen maintenance. The increase is offset in part by a decrease of $10,000 in the stream maintenance program. Programs conducted under this activity are grouped under five general categories, as follows:

	Available, 1965	Estimate, 1966	Increase (+) or decrease (−)
(*a*) Fish hatcheries	$1,743,500	$1,831,900	+$88,400
(*b*) Screen maintenance	93,000	126,600	+33,600
(*c*) Stream maintenance	55,000	45,000	−10,000
(*d*) Appraisal of project results	334,000	334,000	
(*e*) Program supervision	45,300	45,300	
Total	2,270,800	2,382,800	+112,000

Need for increase.—(a) Fish hatcheries: An increase of $88,400 is needed for the operation and maintenance of 21 hatcheries, to provide a funding level of $1,831,900 for 1966. Six of these 21 stations are federally operated (under contract with the Bureau of Sport Fisheries and Wildlife) and the remaining 15 are operated under contract with fish and game agencies of Oregon (OFC and OGC) and Washington (WDF and WDG).

The $88,400 increase falls into three classifications: (1) salaries and wages, (2) fish food, and (3) rehabilitation. The following table reflects these increases by agency and classification:

Agency	Salaries and wages	Fish food	Rehabilitation	Total
BCF	$5,600	$26,700	$13,000	$45,300
OFC	11,600	1,000	2,000	14,600
OGC	2,000	1,500	3,000	6,500
WDF	10,000	7,000	----------	17,000
WDG	3,000	2,000	----------	5,000
Total	32,200	38,200	18,000	88,400

(1) The increase in salaries and wages amounts to 3.6 percent over fiscal year 1965. This amount includes one additional wage board employee at the Eagle Creek National Hatchery ($5,600), and the remaining $26,600 will be distributed to the State agencies to cover State salary raises predicated on salary schedules issued by State civil service systems. The extra employee at Eagle Creek is needed by the Bureau of Sport Fisheries and Wildlife to service the 36 new rearing ponds at this station.

(2) Hatchery operations will need an additional $38,200 for fish food to rear 142,000 more pounds of fish than in 1965. This increased production will be accomplished with an actual decrease in the cost of fish per pound. The average cost of fish produced per pound amounted to $1.18 in 1963 and $1.12 in 1964. This will be decreased to $0.96 per pound in 1966. Improved hatchery techniques and pelleted food have consistently increased the carrying capacities of the hatcheries.

(3) Hatchery rehabilitation and improvements will require an additional $18,000 in fiscal year 1966. Blacktopping of the recently constructed road and pond area is needed at the Eagle Creek National Hatchery. This improvement is estimated at $13,000. Winter rains prohibit the use of vehicles in the soft dirt fill area adjacent to the rearing ponds and summer dust settling in the ponds causes a cleaning problem.

At the Big Creek Hatchery, Oregon, $2,000 is needed for the reroofing of the leaking main hatchery building; $1,500 for a concrete sheer wall to prevent gravel from clogging the water supply line; and $1,500 for painting the entire hatchery (three hatchery buildings and three residences).

Rehabilitation and improvement costs for Columbia River hatcheries are expected to remain at approximately the fiscal year 1966 level for the next several years. The majority of the 21 hatcheries are now around 10 years old.

The cost of operations and production by station and agency are shown on the following table. Gnat Creek (OGC), Skamania (WDG), and Beaver Creek (WDG) are steelhead stations. The remaining 18 are primarily salmon stations.

Station and agency	Available 1965		Estimate 1966	
	Operations cost	Production pounds of fish	Operations cost	Production pounds of fish
Eagle Creek, Estacada, Oreg., BCF	$112,000	144,000	[1] $146,000	200,000
Carson, Carson, Wash., BCF	96,000	105,000	101,000	110,000
Little White Salmon, Cook, Wash., BCF	127,000	87,000	136,000	100,000
Spring Creek, Underwood, Wash., BCF	89,000	85,000	93,000	90,000
Willard, Cook, Wash., BCF	99,000	80,000	109,400	104,000
Abernathy (Research), Longview, Wash., BCF	55,000	50,000	55,000	50,000
Hatchery Biology (pathology, nutrition), BCF	51,000		[2] 32,500	
Big Creek, Astoria, Oreg., OFC	71,000	118,000	[3] 79,000	118,000
Bonneville, Bonneville, Oreg., OFC	92,000	122,000	97,000	122,000
Cascade, Cascade Locks, Oreg., OFC	73,000	105,000	73,000	105,000
Cedar Creek, Sandy, Oreg., OFC	71,500	50,000	70,600	50,000
Klaskanine, Astoria, Oreg., OFC	69,000	102,000	70,000	102,000
Ox Bow, Cascade Locks, Oreg., OFC	56,000	39,000	59,000	40,000
Gnat Creek, Astoria, Oreg., OGC	55,000	36,000	[4] 62,000	38,000
Beaver Creek, Cathlamet, Wash., WDG	79,000	100,000	80,000	105,000
Skamania, Washougal, Wash., WDG	72,000	120,000	76,000	125,000
Toutle, Castle Rock, Wash., WDF	73,000	57,500	75,000	60,000
Elokomin, Cathlamet, Wash., WDF	59,000	43,000	65,000	45,500
Washougal, Washougal, Wash., WDF	85,000	85,000	87,000	89,000
Kalama, Kalama, Wash., WDF	112,000	88,500	116,000	100,000
Klickitat, Stanwood, Wash., WDF	83,000	73,500	85,000	76,500
Grays River, Cathlamet, Wash., WDF	64,000	35,000	65,000	37,500
Total	1,743,500	1,725,500	1,831,900	1,867,500

[1] Includes $13,000 for blacktopping.
[2] Reflects completion of fin marking project.
[3] Includes $2,000 for hatchery roof.
[4] Includes $3,000 for sheering wall and painting.

(*b*) Screen maintenance: A total of $126,600 is needed in fiscal year 1966, an increase of $33,600. These funds are scheduled to be allocated to the State agencies as follows:

	Need in fiscal year 1965	Increase over 1965
Idaho Department of Fish and Game	$47,000	+$14,000
Oregon Game Commission	73,600	+13,600
Washington Department of Fisheries	6,000	+6,000
Total	126,600	+33,600

These increases are necessary to maintain and operate 64 new screens and reactivate some 43 old screens. The Oregon Game Commission was forced by lack of maintenance money to stop operation of 43 of their screens in 1964 and 1965. Both Oregon and Washington will have completed their screen construction programs in fiscal year 1965. Oregon will operate a total of 402, of which 15 are new. Washington will enter the maintenance program with the operation of its 24 new screens. Idaho will have 231 screens in operation in fiscal year 1966, an increase of 25 screens over fiscal year 1965. The screen maintenance program has been accorded no increases since fiscal year 1963, even though 119 new screens have been constructed in the interim period.

(*c*) Stream maintenance: A total of $45,000 is needed in fiscal year 1966, a decrease of $10,000. This sum will be allocated to the State agencies as follows: Oregon, $20,000; Washington, $20,000; and Idaho, $5,000.

The stream maintenance funds were reduced in fiscal year 1964 to make money available for the hatchery appraisal program. No restoration of funds was accorded in fiscal year 1965. In the intervening period, 14 new fishways have been placed in operation and a number of old fishways suffered neglect and now need maintenance. The Salmon Falls, Dagger Falls, and Klickitat No. 5 ladders need cleaning and installation of baffle plates to prevent erosion of the concrete. These fishways will become inoperative in a few years unless protective maintenance is accomplished.

(*d*) Appraisal of project results: The 1966 estimate does not include any increase in funding for this item.

(*e*) Program supervision: The 1966 estimate does not include any increase in funding for this item.

Plan of work.—The operation and maintenance of facilities constructed under the Columbia River fishery development program will be conducted by the cooperating States and the Bureau of Sport Fisheries and Wildlife under contracts awarded by the Bureau of Commercial Fisheries.

The State of Oregon will operate 7 salmon and steelhead hatcheries, 402 fish screens, and 15 fish ladders. Oregon will also provide manpower and technical assistance in the recovery of marked fish in the sport and commercial salmon fisheries in conjunction with the hatchery evaluation program.

The State of Washington will operate 8 salmon and steelhead hatcheries, 54 fishways, and 24 fish screens. State biologists will also play an important role in the hatchery evaluation program by examining their sport and commercial fisheries for marked fish.

The Bureau of Sport Fisheries and Wildlife will operate and maintain six salmon hatcheries.

The State of Idaho will operate 231 fish screens and 3 fish ladders. They will also count the salmon and steelhead passing through the newly constructed Lewiston Dam ladders.

Both the States of California and Alaska will participate under contract in recovering Columbia River marked hatchery fish in their fisheries.

Scientists from Canada are also participating in the hatchery evalution program without compensation. The Biological Board of Canada is voluntarily contributing manpower to look for marked Columbia River fish caught in Canadian waters.

Hatchery operations will be given special attention, with emphasis placed on the quality of fish raised and increased production per manyear expended.

All fish screens and fish ladders will be inspected on a weekly basis to insure proper operation.

7. Fishery Resources Disaster Aid

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Fishery resources disaster aid	----------	$400,000	----------	−$400,000

Fishery resources disaster aid

Funds are not requested for this program in the fiscal year 1966. The funds provided for this activity for the fiscal year 1965 were for use pursuant to section 4(b) of the Commercial Fisheries Research and Development Act of 1964. Future requests for funds under that authorization will be submitted under the Federal aid for commercial fisheries research and development account.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$17,769,093	$21,227,089	$21,218,000	−$9,089
Unobligated balance lapsing	53,632			
Transferred to operating expenses, Public Buildings Service, General Services Administration (76 Stat. 728; 74 Stat. 436)	10,175	5,811		−5,811
Appropriation	17,832,900	18,819,900	21,218,000	+2,398,100
Transferred from Pribilof Islands fund, Bureau of Commercial Fisheries (Public Law 88-356)		2,125,000		−2,125,000
Proposed supplemental due to civilian pay increase		288,000		−288,000
Obligations by objects:				
11 Personnel compensation	8,425,700	9,430,000	9,550,000	+120,000
12 Personnel benefits	596,240	705,000	713,000	+8,000
21 Travel and transportation of persons	558,494	650,000	659,000	+9,000
22 Transportation of things	96,684	143,000	192,000	+49,000
23 Rent, communications, and utilities	577,824	851,089	909,000	+57,911
24 Printing and reproduction	114,833	155,000	157,000	+2,000
25 Other services	5,241,512	6,276,000	6,271,000	−5,000
26 Supplies and materials	1,234,855	1,527,000	1,598,000	+71,000
31 Equipment	719,697	920,000	968,000	+48,000
32 Lands and structures	18,062			
41 Grants, subsidies, and contributions	206,940	592,000	222,000	−370,000
Subtotal	17,790,841	21,249,089	21,239,000	−10,089
95 Quarters and subsistence charges	−21,748	−22,000	−21,000	+1,000
Total obligations	17,769,093	21,227,089	21,218,000	−9,089

THE 1966 PROPOSED PROGRAM

Chairman HAYDEN. We will be glad to have you file your written statement for the record and then to highlight your proposed program.

Mr. MCKERNAN. Thank you, Mr. Chairman, I will be glad to do that.

(The statement referred to follows:)

STATEMENT BY DIRECTOR MCKERNAN ON 1966 BUDGET REQUEST

Mr. Chairman and members of the committee, it is a pleasure to meet with this committee to discuss the programs of the Bureau of Commercial Fisheries and to present for your consideration the estimates of the financial needs of the Bureau for fiscal year 1966.

Our estimates for fiscal year 1966 from the general fund total $30,597,000, which is an increase of $928,000 over the amount budgeted for fiscal year 1965 considering proposed supplementals for pay costs and storm damage to the Selway Falls Tunnel, Idaho. Of this total, $21,218,000 is for management and investigations of resources; $300,000 is requested under the special foreign currency program; $1,405,000 is for construction; and $674,000 is for general administrative expenses. The sum of $7 million is requested for new and expanded programs authorized by the 88th Congress—Federal aid for commercial fisheries research and development, and construction of fishing vessels under the Fishing Fleet Improvement Act.

The sum of $2,454,000 is requested for administration of the Pribilof Islands to be derived from the Pribilof Islands fund.

The estimate for management and investigations of resources is approximately $9,000 less than the adjusted appropriation for 1965 because decreases of $572,000 are partially offset by increases totaling $563,000. The decreases include $172,000 to be effected through the Bureau's cost-reduction and manpower conservation program and $400,000 for the nonrecurring fishery disaster-aid program funded in 1965. The increases requested provide principally for increased operation and maintenance costs for vessels and shore facilities.

The estimate for construction provides for $650,000 to complete construction of an exploratory fishing vessel as replacement for the motor vessel *Oregon* at Pascagoula, Miss.; $95,000 for completing construction of the new shellfisheries research center at Milford, Conn.; $80,000 for technological equipment for the new laboratory at Seattle, Wash.; $100,000 for alterations and improvements at the Woods Hole, Mass., research facility; $40,000 for expansion of laboratory facilities on the research vessel, *George B. Kelez;* $15,000 for acquisition of land at Auke Bay, Alaska; and $425,000 for the Columbia River fishery development program conducted in cooperation with the States of Idaho, Oregon, and Washington.

The $5 million estimate for construction of fishing vessels will provide for subsidy payments on about 50 commercial fishing vessels, compared with about 25 in 1965.

The sum of $2 million is provided for the new Federal aid for commercial fisheries research and development program. The program will provide funds to the States, Puerto Rico, American Samoa, the Virgin Islands, and Guam on a matching basis of up to 75 percent Federal funding for research and development projects.

I shall be pleased to discuss the estimates for specific items in greater detail as they come up for discussion in the course of the hearing.

The U.S. catch of fish and shellfish in 1964 totaled about 4.4 billion pounds—450 million pounds less than in 1963. The decline was due to reduced landings of menhaden in the Middle Atlantic States, ocean perch and herring in New England, shrimp in the Gulf States, and halibut in Washington and Alaska. Some important fisheries showed an increase; in Alaska, the catch of salmon was up nearly 90 million pounds, and herring about 20 million pounds. In New England, haddock landings were up about 10 million pounds.

Despite the decline in the volume of 1964 landings, fishermen received well over $380 million for the catch compared with $377 million in 1963. The increase in value resulted from higher prices for many items and gains in the catch of high-priced items such as salmon. Despite the reduced catch, the total consumption of fishery products in the United States continued to increase; imported fishery products accounted for about 62 percent of the total supply.

The United States continues to rank fifth among nations in volume of catch, behind Peru, Japan, mainland China, and the U.S.S.R., although the United States remains one of the world's best markets for fishery products. Production in the last 10 years in the United States has remained relatively stable; whereas, the Japanese catch has increased by about 5 billion pounds and that of the U.S.S.R. by 3 to 4 billion pounds. However, the most spectacular increase has occurred in Peru, which increased her catch from 375 million pounds in 1955 to over 15 billion pounds in 1962. Many of the leading fishing nations have rapidly increased their fish catch while the U.S. catch continues at about the same rate.

Why has the United States fallen behind other leading fishing nations in its fish production? The reasons are complex, but an important factor is the specialized taste of the U.S. public. The U.S. consumer has strong preferences for a few kinds of fishery products, so strong that the 12 most important kinds account for more than 82 percent of the total value of all U.S. fishery landings. The stocks of these preferred varieties around our own shores are being utilized so fully that we cannot increase our harvest of those species substantially. We can increase our catch by making better use of some of the underfished resources off our coasts, by extending our fishing activities more widely over the world ocean, or by more extensive fish culture methods along the edge of the seas. To some extent our industry has responded in just these ways. We have developed new crab and shrimp resources off Alaska, and new clam stocks off the middle Atlantic coast. Our fleets have developed distant water fisheries for tuna and shrimp off foreign shores. But these have not been sufficient; increased catches brought about by these pioneering efforts have been more than balanced by declines in the catch of other traditional fisheries. To a large extent the present programs of the Bureau, and the new starts contemplated in fiscal year 1966, aim to strengthen our fishing industry and to make certain that our Nation maintains a position of leadership as a fishing power. This can be accomplished by—

(1) improving the management of our traditional inshore and freshwater fishery resources, and achieving the maximum sustainable catch;

(2) extending our harvest to other species and distant waters.

IMPROVING MANAGEMENT OF TRADITIONAL RESOURCES

It has been pointed out already that the American consumer concentrates on relatively few kinds of fish, and that these varieties are being fully utilized in our coastal waters. Therefore, it is not possible to increase fishery yields in these waters unless we can utilize resources not now in demand, or can increase yields by farming the edges of the sea. The Federal Government and the States have a most important responsibility to conserve the traditional resources so strongly preferred by Americans, so that they will continue to produce maximum yields. In this partnership the States will concentrate primarily on problems with short-term objectives relating directly to management, whereas the Bureau can put considerable emphasis on broader problems of interest to several States or to the Nation as a whole. The new program of Federal aid for commercial fisheries research and development under Public Law 88-309 will assist the States to exert their full potential in this partnership. Resource inventories, rehabilitation of shellfish grounds, development of forecasting techniques, and evaluation of management schemes are among the important objectives of State commercial fishery agencies that will be fostered under this program.

For decades the States have struggled under the handicaps of archaic laws and traditions and inadequate staffs to provide the background information they need. As traditional fishery resources have reached the stage of full utilization, the need for strong management programs has become acute. Natural fluctuations in abundance also have serious economic effects on the fisheries, and it becomes important to be able to forecast, and to explain the reasons why the supply varies. The improved Federal-State coordination contemplated in fiscal year 1966 under Public Law 88-309 will lead to improved management and prediction.

Other joint efforts can be undertaken to improve the economic position of our domestic fisheries. These include experimental development of improvements in fishing techniques, including imaginative new methods that rely upon totally new concepts of catching fish. Technological advances in harvesting, preserving, and processing will reduce the cost of fishing, will improve quality of fishery products, and will make it possible to catch and market latent resources successfully.

Fishery problems of interest to several States or of international importance often cannot be solved without Federal assistance. For these reasons, new programs of research on lobsters and surf clams in the Northwest Atlantic are underway in the Bureau and will be extended in fiscal year 1966. Continuing attention must be given to international aspects of salmon and king crab fisheries in the Northeastern Pacific, sardines and groundfish in the Northwestern Atlantic, shrimp in the Gulf of Mexico, and tuna in both oceans. The effects of predators, diseases, and pollution upon shellfish resources, especially disastrous to the American oyster industry, will continue to receive strong attention in the Bureau. Programs also will be adjusted to give increased importance to investigations of reduced abundance of menhaden.

To compensate for the loss of inshore fish-producing areas from pollution and engineering developments, a variety of activities will be continued or extended in fiscal year 1966. These will include studies of the effects of pollutants, including pesticides and radioactivity, and the special problems created by hydroelectric power developments and water diversion. One of the most important of these activities will be to intensify our efforts to develop methods of farming the edges of the sea, especially for artificial culture of oysters, clams, shrimp, and anadromous fishes. Some of these objectives have been met partially by demonstrating that they can be accomplished in the laboratory. They now must be applied successfully on a commercial scale. Not only will this compensate for resources engulfed by the advance of civilization, but also it will prepare the way for supplementing the natural harvest of the ocean. Similar techniques will be applied also in our fresh waters, where balanced management of commercial and sport fisheries in large impoundments and lakes can produce maximum yields for both interests.

To provide the basic scientific and technological information needed to achieve these objectives, the national oceanographic program will be supported vigorously. This research will improve our understanding of the interactions between atmosphere and ocean and their effects on the migrations and abundance of fish. Growing attention will be given to ocean engineering, as a means of improving yields, increasing the efficiency of harvesting, enhancing quality, and cutting costs.

EXTENDING THE HARVEST TO OTHER SPECIES AND OFFSHORE AREAS

Since we are exploiting our traditional inshore species of fish to the near maximum, the opportunity for extensive expansion lies in two directions: the use of presently unutilized species and the development of capabilities for fishing in distant waters.

It is estimated that the fishery harvest of the coastal areas of the United States can be increased by approximately 9 billion pounds of fish annually. To do this it will be necessary to catch certain kinds of fish not now considered marketable as food in the United States. However, if efficient methods can be found for capturing these species and suitable products developed from them, a substantial new fishery will be opened to our fishing industry. The Bureau has made progress in the past year in developing methods of capturing and using some of these species. In the Pacific Northwest we have developed midwater trawling gear which shows a potential for catching enormous quantities of hake. In recent tests up to 60,000 pounds per one-half hour have been taken by a single vessel. There are indications that other species, such as anchovy on the west coast and thread herring in the Gulf of Mexico, offer potentials equal to that of hake.

One of the possible uses of these latent resources is for the manufacture of fish protein concentrate. Research in Bureau laboratories during the past year has led us to believe that within a year a suitable process will be available for manufacturing this odorless, tasteless, white powder from whole fish. Tests to date indicate that the nutritive value of the product produced in the laboratory is exceptionally high and that it will be ideally suited as an additive to diets deficient in animal protein. It appears therefore that methods of capture and suitable uses for the product can be developed through additional research.

To extend our fishing operations to distant waters, the U.S. industry must have new, modern vessels. With few exceptions, the present fleet is obsolete and inefficient. Vessels are too slow, too short of range, and too costly to operate, to be adequate for high seas operations. A new law, Public Law 88–498, the Fishing Fleet Improvement Act, was approved on August 30, 1964. Under this act, modern new fishing vessels capable of fishing in distant waters can be built by vessel owners at a cost competitive with the cost of constructing vessels in other fishing nations. This program, coupled with the fishing vessel mortgage insurance program and the revolving fishery loan fund, will materially assist the industry in financing construction of modern far-ranging vessels.

In harvesting and processing unutilized species or catches from the high seas, it is important to insure adequate returns to labor and capital. An economic study of all phases of fishing operations is essential if we are to be successful in meeting foreign competition on the fishing grounds and in the marketplace. The productivity of capital and labor employed in fishing must be placed on a par with that of the balance of our economy if the industry is to prosper. We are reorganizing our economic activity within the Bureau to enable us to develop a sound program of economic research. The results of this research will permit us to guide the fishing industry in decreasing costs and improving returns on investment.

National problems concerned with harvesting the living resources of the sea and inland waters are diverse and complex. About 3 years ago we set forth on a 10-year program designed to combat the problems of the domestic fishing industry. With the help of this committee we have made material progress, but major problems are still with us. This budget request for fiscal year 1966 has been developed to further this objective. In addition, we believe that it is responsive to the need for cost reduction and manpower control laid down by the President.

Mr. McKernan. To briefly review the budget request before you, the total amount represents a net increase of a little over $900,000 over that budgeted for 1965. I should be pleased to discuss the increases and offsetting decreases to the extent the committee feels necessary. Our 1966 budget, Mr. Chairman, does provide for necessary starts and continuation of two new important pieces of legislation passed by the 88th Congress and, incidentally, authored by one of your distinguished colleagues on this committee, Senator Bartlett.

The Commercial Fisheries Research and Development Act of 1964, Public Law 88–309, and the Fishing Fleet Improvement Act of 1964,

Public Law 88-498—we believe that these two pieces of legislation are among the most important pieces of law to have passed the Congress in recent years affecting the commercial fisheries industries of the United States.

The U.S. catch was down to some extent in 1964. However, the value was up because the declines in catch occurred primarily in the lower priced species of fish, such as menhaden, ocean perch, and herring, while salmon, a more important and expensive species on the Pacific coast, and the relatively high priced haddock on the Atlantic coast showed increases.

U.S. FUTURE AS FISHING NATION

It appears to us, Mr. Chairman, that our future as a fishing Nation depends on four things, all of which we have attempted to reflect in the President's budget before you.

First, we think it is necessary to improve the management and the sustainable yield in the traditional fisheries which have been fished for many years by fishermen of our country.

Second, we believe it is necessary to extend our fishermen's harvest to include the underutilized species of fish found in abundance in the waters off our coast and in the high seas.

Third, we believe it is necessary to farm more extensively the edge of the sea much as we do the land.

And, fourth, it is necessary to maintain access to world fishing grounds for our fishermen and to protect the U.S. interests in the high seas fishery resources.

In order to accomplish the first point our budget does provide for funding at a reduced level, compared to the level authorized by Congress, the Federal aid to States—the Commercial Fisheries Research and Development Act of 1964. The budget provides for $2 million to implement the research and development section of the act.

FEDERAL AID TO STATES

We feel that our start in this area of Federal aid to the States in commercial fisheries research and development will provide better cooperation and better coordination of existing State programs. It is important in the inland States, where commercial fisheries programs have been relatively weak or nonexistent, to get started and develop the use of the latent fish resources in some of our inland waters.

Second, to extend our harvest to underutilized resources, we estimate that there are about 9 billion pounds of fish in our coastal waters alone which are not now being used. These include such species as hake on the Atlantic and Pacific coasts, anchovy, herring, and certain species of bottom fish. These are valuable but of less economic importance than some of the heavily used species. They must be caught in volume and at a low unit cost.

We believe that recent developments involving new gear techniques, such as the midwater trawls that enable us to fish the midlayers of the ocean, are typical of the advances that must be made in order to harvest these latent resources. We believe that these abundant, low-cost species of fish can be used in the manufacture of fish protein concentrate.

You may remember, Mr. Chairman, that we have talked about our process development studies leading to a fish protein concentrate. Our research is progressing very rapidly. We expect, before the end of the year, to have a new product which will be acceptable for human food, both in this country and abroad.

We believe that the exploration for and exploitation of these species requires the development of new fishing techniques. Ocean engineering and our newly acquired knowledge in oceanography will help us in this regard.

Third, we believe that farming the edge of the sea will be an important fisheries development in the future. Congress last year provided funds to study surf clam resources of the mid-Atlantic coast. We are finding latent clam resources in considerable abundance, and we are well on our way toward understanding the biology and management of this offshore resource.

Pollution Abatement

We are pleased that the President's budget this year in several departments calls for pollution abatement on a national scale heretofore not conceived by our Government. We believe that this will be important to make productive many of the estuaries in the Atlantic coast, which have been polluted and made unusable for the development of aquatic resources and fish farming.

We believe that they will be made usable at sometime in the near future. The artificial culture of oysters, clams, shrimp, and such species as salmon can be, and will be, developed to a much higher degree than at the present time.

Conflict of Nations

And last, as Commissioner Pautzke said, there is a developing use by all nations of the resources of the sea. There are conflicts where more than one nation, groups of nations, use common resources. We believe that our budget reflects appreciation of this problem. We are extending our study of the problem and participating in international fishery investigation, utilizing our own funds and facilities to a greater extent. We are utilizing the research ships and staffs of other nations in cooperative efforts to understand the environment of the sea and fish within this environment.

We recognize that there are fleets of foreign vessels off our coasts, Mr. Chairman, which are beginning to utilize the unutilized resources. On the Pacific Coast there are approximately 400 to 600 Japanese and Russian vessels.

On the North Atlantic there are as many as 300 foreign vessels fishing on Georges Bank. In the south Atlantic and gulf, vessels from the U.S.S.R., Cuba, and Japan are developing fisheries. Our budget program reflects the necessity of monitoring the developing fisheries by these foreign nations.

These, very briefly, Mr. Chairman, are my general remarks.

Field Station Closures

Chairman Hayden. Several days ago I asked that you be prepared to supply information to the committee with regard to each action of termination, transfer, or consolidation of activities, stations, or facilities of your bureau referred to in fiscal year 1966 justifications or otherwise announced. These will be fairly detailed, I understand, so will you please insert these data in the record?

Mr. McKernan. Yes, Mr. Chairman.

(The data referred to follows:)

Estimated Decrease in 1966 Budget Request

The estimated decrease of $172,000 budgeted for fiscal year 1966 under the "Management and investigations of resources" appropriation includes the following proposals.

Marketing and technology activity, $94,000

1. Transfer of exploratory fishing and gear research operations from Panama City, Fla., to the new laboratory under construction at Miami, Fla., to consolidate operations and provide for maximum use of the new facility, with an estimated saving of $30,000.
2. Consolidation of the two-man Hampton, Va., market news office with the Baltimore, Md., market news office, to provide for more efficient operations, with an estimated saving of $20,000.
3. Termination of the technical advisory program conducted from Boston, Mass., with an estimated saving of $44,000. This program initiated in 1960 to disseminate technical information on fish meal and oil to industrial users during a period of depressed market prices for domestic fish meal and oil is no longer considered necessary in view of improved market condition.

Research activity, $78,000

1. Closing of biological field stations at King Salmon, Little Port Walter, and Brooks Lake, Alaska, during the winter months when no research is performed, with an estimated savings of $30,000 in salary and operating costs.
2. Transfer of biological research programs from San Diego, Calif., to the new laboratory under construction at La Jolla, Calif., to consolidate operations and provide for maximum use of the new facility with an estimated saving of $25,000.
3. Transfer of biological research programs from Franklin City, Va., to the new shellfish research laboratory at Oxford, Md., to increase efficiency and provide for maximum utilization of the new facility, with an estimated saving of $23,000.

Basic Economics Research

Chairman Hayden. I observe that you are requesting an increase of $40,000 to implement the basic economics research program in an effort to develop solutions to the domestic fishing industry's basic economic problems. To what extent, financially and otherwise, does the industry itself participate in this work?

Mr. McKernan. The industry does quite a bit of this—especially the larger segments of the fishing industry. However, the American fishing industry is inherently a group of small business people. For example, in New England, fishing vessel owners usually operate only one vessel.

A few of them own two vessels, and many times there are partnerships of several people owning a single trawler. We feel that many of the fundamental problems facing the American fishing industry are

economic. In fact, we haven't overcome the economic problems of harvesting these less desirable species in large quantities and at an economic level.

Therefore, we feel that studies of the economics of various kinds of fishing vessels, as well as the economics of processing and distribution, would help the small segments, the little fellow in the fishing industry. That is what we are aiming at, Mr. Chairman.

Field Station Consolidations

Chairman Hayden. You are proposing to reduce your operation and maintenance costs for exploratory fishing and gear research shore facilities by $30,000. Does this mean that programs utilizing these facilities are completed, or will some of the exploratory and research programs simply be reduced?

Mr. McKernan. The programs have not been completed, Mr. Chairman. The savings occur as result of economies by consolidation of two field stations. There are some advantages in consolidation of a small facility in Panama City, Fla., with a new and larger laboratory which is being constructed in Miami, Fla.

We think that this will provide closer contact between the scientists and with university scientists. We hope for the stimulation of even better research and better results.

Closing of Market News Office

Chairman Hayden. Which of your market news offices is to be eliminated as indicated on page 26 of your justifications; and how many personnel are to be affected, and how?

Mr. McKernan. There are two people involved at the Hampton, Va., office, Mr. Chairman. Both of these people will be transferred as a result of the consolidation of our market news offices on Chesapeake Bay.

Chairman Hayden. They are in the Chesapeake Bay office?

Mr. McKernan. They will be in our Baltimore, Md., market news office covering the Chesapeake Bay area.

Fish Protein Concentrate

Chairman Hayden. With regard to your work on fish protein concentrate, would you please advise how much has been appropriated for this purpose totally, including specifically how much was appropriated in 1965 and how much is planned for use in fiscal year 1966?

Mr. McKernan. In 1965, Mr. Chairman, we have about $450,000 available. I can't right offhand give you the total amount that has been appropriated in past years, but I will supply that for the record.

(The information referred to follows:)

Total funds appropriated specifically for conduct of the fish protein concentrate program beginning with fiscal year 1962, when the program was initiated, through fiscal year 1965, is $1,343,200.

Solvent Extraction and Enzymatic Digestion

Mr. McKernan. We have been studying most intensively the use of a solvent extraction and this is the one where we have had the most success to date. We are developing another process of enzymatic diges-

tion. This latter process may be a very useful development. We put an enzyme, a yeast, or a mold in a ground fish slurry and separate the protein from the oil and water by means of a digestion process, centrifuge off the oil, and then spray dry the protein-rich liquids to recover the fish protein concentrate that results from this digestion.

One can anticipate in the future perhaps going out to the fishing grounds and catching the schooling fishes, grinding them into suitable tanks aboard the ship, inoculating them, then have the digestion take place on the way back. When one reaches the shore plant one could pump the digested material to the centrifuging operation, then spray dry the oil-fill liquid to produce the fish protein concentrate.

Senator BARTLETT. What did you mean by inoculating them?

Mr. MCKERNAN. That is putting into the fish slurry some of the yeast or enzymes and mixing them with the slurry and then the digestion would result from the interaction following this inoculation.

Chairman HAYDEN. How much is planned for 1966 for this purpose?

Mr. MCKERNAN. The same amount, about $450,000, is planned in 1966, Mr. Chairman. There is no increase in this program in our present budget. We are making good progress and I feel that the present funding that Congress has provided is adequate, at least at the present time.

Chairman HAYDEN. Do you have any reasonable estimate of the time it will take you to complete your research on this product so that it will be feasible and economical to manufacture it for commercial use?

Mr. MCKERNAN. Mr. Chairman, we are hoping for initial success on one product by the end of the current summer. We are hopeful that we will have a recommended procedure and a product from the solvent extraction process research which we can present to the Food and Drug Administration for their examination and to industry for their use by the end of the summer.

HUMAN CONSUMPTION OF FISH PROTEIN CONCENTRATE

Chairman HAYDEN. Has the Food and Drug Administration changed its attitude toward the use of fish protein concentrate for human consumption?

Mr. MCKERNAN. I am not sure I am qualified to answer this specifically, Mr. Chairman. We have been in close contact with the Food and Drug officials and, in fact, they have assigned a top scientist to review and follow the course of our research.

We feel that they are sympathetic toward the aims of our research at the present time because the products we are developing do take into account the food and drug laws. Since we have been working very closely with them for about the last 2 years, we believe that the product we develop will qualify in all respects and that we will have no further difficulty with the Food and Drug Administration.

Chairman HAYDEN. What non-Federal, particularly private cooperation do you have in connection with this product?

Mr. MCKERNAN. There are a number of companies that have shown a good deal of interest and there is one company, the Viobin Corp., which has developed a product. We haven't had an opportunity to fully test this product, but for many years we have cooperated with this company.

We have been cooperating with the Smith Enterprises in the mid-Atlantic coast who are also working on the development using some of our preliminary research in development of this product.

Generally speaking, Mr. Chairman, we find a great deal of interest by many companies. For example, grain companies in the United States are interested in supplementing certain cereals and grain products with an inexpensive animal protein concentrate. So we are getting excellent cooperation from industry throughout the United States and we have close and constant contact with both the fishing industry and the grain industry at the present time and several chemical manufacturing companies as well.

PERSONNEL STATIONED ABROAD

Chairman HAYDEN. In connection with your foreign fisheries work do you have any personnel permanently stationed abroad? If so, where and how many?

Mr. MCKERNAN. Mr. Chairman, the Bureau has none stationed abroad. However five of our fishery specialists are employed by the Department of State and they are in fishery attaché positions—one in Japan, one in Mexico City, one on the West Coast of Africa, and two in Copenhagen, Denmark. These men follow the course of the international fisheries development, both trade and resource developments, and report to us on a continuing basis. But they are actually in the employ of the State Department and are being paid out of State Department funds.

BOTULISM RESEARCH

Chairman HAYDEN. Last year, funds were provided for research on botulism. What success have you had with that program?

Mr. MCKERNAN. Here again, Mr. Chairman, we have been working very closely with industry and universities. We have had considerable success so far in studying the conditions under which the botulism organism can survive and reproduce. We feel that we are coming near a solution of this problem.

By that, I mean that we are working out means of preventing the contamination of the raw materials and inhibiting the organism's growth and the development of the toxin in the product during processing and storage. Our work includes such things as altering the salt content of the fish, cooking it to a certain temperature, standardizing the operations of the smoked fish plants in the Midwest, and working to develop improvement in sanitary standards.

All of these things are having a direct and beneficial effect at the present time. Just recently we finished a set of plant practices guidelines which the very small smoking plants in the Midwest can use to improve their operations.

All in all, Mr. Chairman, I think that we have developed quite an effective program. We are working with the University of Massachusetts, University of Wisconsin, Michigan State University, and Massachusetts Institute of Technology. We have contracts with these institutions utilizing scientists who are world known for their work on this botulinum E organism.

Of course, it is a variety of the same organism that causes the botulism poisoning in canned vegetables and foods of various kinds.

NATIONAL OCEANOGRAPHIC DATA CENTER

Chairman HAYDEN. On page 50 of your estimates you indicate that the Bureau will continue to pay its share of the costs of the National Oceanographic Data Center and the tropical Atlantic fisheries oceanographic program. How much do you provide for each of these activities?

Mr. MCKERNAN. Was the question how do we provide for each of these activities?

Chairman HAYDEN. Yes.

Mr. MCKERNAN. They are provided for in the research activity of our budget, in the management and investigations of resources appropriation. The National Oceanographic Data Center is funded for 1966 at $190,000 in this budget. We consider this as part of our research project and part of our share of the national oceanographic program.

We use data collected by various institutions and departments of Government and placed in this data center. It is available to any of our scientists and technicians upon request.

Not only do we obtain data collected by Government agencies, but also which have been accumulated by private institutions and by other nations. The National Oceanographic Data Center is also a world data center.

We are getting information and oceanographic data from practically all nations of the world including the U.S.S.R. They are exchanging data, too. We are exchanging oceanographic data with Russia as well as practically all other nations that we recognize. The tropical Atlantic fisheries program is funded for 1966 at approximately $1 million in the 1966 budget. This program has the following objectives: To measure the rate of primary productivity, to describe the physical and chemical marine environment, and to study the character, distribution, and biology of the climax predators of the waters of the tropical Atlantic. The work plan provides for (1) increased emphasis on studies of environmental features demonstrated as concentrating mechanisms for surface schools of tuna; (2) identification of genetic stocks (serological studies and tagging); and (3) preliminary studies of environmental features of potential tuna resources off the northeast coast of South America.

OCEAN ENGINEERING PROGRAM

Chairman HAYDEN. I have received a letter from a Bellingham, Wash., firm urging establishment of an ocean engineering program at a cost in fiscal year 1966 of $600,000. I will place the letter and statement containing this proposal in the hearings record.

(The letter and statement referred to follow:)

BELLINGHAM COLD STORAGE CO.,
Bellingham, Wash., February 26, 1965.

Senator CARL HAYDEN,
Chairman, Subcommittee on Appropriations,
Senate Committeee on Appropriations,
Washington, D.C.

DEAR SENATOR HAYDEN: It has come to my attention that your Subcommittee on Appropriations will conduct hearings on March 2 for appropriations for the Interior Department and related agencies.

It is my opinion that the best way for the U.S. Government to help our fishing industry is to develop more efficient ways to harvest the vast resources off our shores. If we don't act very quickly we will find that we can never again be a world fishing power.

I strongly recommend that funds be made available to the Bureau of Commerical Fisheries to carry out a program of ocean engineering for the west coast. The attached budget proposal would be a good starting point. I strongly recommend that such funds be made available to the Bureau.

Yours truly,

JAMES G. TALBOT,
Vice President.

OCEAN ENGINEERING FOR THE WEST COAST OF THE UNITED STATES

Although there has been an increased interest in the conditions of U.S. fisheries during the past several decades and programs have been implemented in fisheries research and oceanography, the trend in the domestic fish catches in the United States is far from encouraging. Rapid expansion and development by foreign nations of the fisheries resources has occurred in postwar years. U.S. fisheries, however, have failed to show a commensurate expansion.

Speaking on the domestic fisheries of the United States, Dr. Chapman recently wrote:

"Fishing by domestic fishermen out of American ports has been approximately stagnant since about 1950 and has not really grown much since the late 1920's. * * * As a matter of fact, the total catch of fish and shellfish in the United States reached 2 million tons in 1934, nearly reached 2½ million tons in 1936, and has moved within those two limits with very few exceptions and no substantial trend, for the past 27 years.

"Furthermore, the proportion of the domestic catch used for human consumption has been declining rather steadily since 1920 as the portion of the catch used for making fishmeal, oil, pet food, and other products of this nature increased. In 2 out of the past 3 years more of the domestic catch has been used for such industrial products than for human food directly.

"Additionally, since 1950, while the catch of fish for human food by U.S. fishermen has steadily declined (from 3,307 million pounds in 1950 to 2,479 million pounds in 1961), the import of edible fishery products has risen steadily (from 640 million pounds in 1950 to 1,067 million pounds in 1960). During the same period of time the export of edible fish from the United States has halved (from 122 million pounds in 1950 to 61 million pounds in 1960).

"From these statistics the following harsh conclusions can be reasonably drawn:

"1. The use of fish directly for human food in the United States is declining sharply and steadily relative to that of meat and poultry.

"2. The trend in the United States is to use fish for industrial purposes and not directly as human food.

"3. Of the amount of fish used for human food in the United States, the trend is toward the use of imported products.

"4. While imports of food fish into the United States have steadily increased, the export of edible fish has just as steadily decreased (during a period when the use of fish in the world totally has approximately doubled)."

It is difficult to evaluate all factors which are involved in the inability of the U.S. fishing industry to expand to the increasing world demand for proteins. However, many of our problems can obviously be traced to competition with foreign nations whose labor costs are substantially lower than those here in the United States, and with competition with nations who subsidize and protect their fishermen in a manner that we do our farmers.

As a result of a decrease in margin of profits in postwar years, less money has been invested in fisheries processing plants and vessels. This trend has occurred concurrent with rapidly expanding and more efficient shoreside industries which have greatly increased wages and living standards ashore. Thus, the problems of the American fishermen have been further complicated as a result of competition with other domestic protein producers as well as competition with industry in general for available investment of capital and manpower. Regardless, the total consumption of fish in the United States has increased at a rate approximately equal to that of its increased population, and an opportunity does exist for our fishing industry to capture a segment of the expanding world market for fisheries products.

As has been noted in the recent article in Fishermen's News by Senator Magnuson, and the recent comment by Senatory Kennedy of Massachusetts from the floor of the Senate, "Our fishing industry has a tremendous potential with the increased demand for high-protein food in our own country and throughout the world. We must embark on programs of ocean enginering and research to improve and modernize the harvest of valuable materials from the sea." There is a tremendous potential with increased demand for high-protein food in our country and throughout the world. The ability of our fishing industry to take advantage of this potential is obviously dependent on the development of efficient harvesting devices, vessels, and processing plants. We have only to look at the tremendous expansion of foreign fisheries in the northeastern Pacific to realize the potential which exists in this region. For example, it has been brought to our attention that in 1961 the eastern Bering Sea produced almost one-half the entire production of flounders for the world. Somewhere between 1 and 2 billion pounds of demersal fishes are harvested by Soviet and Japanese fishermen in the eastern Bering Sea and the Gulf of Alaska annually. These foreign fisheries are harvesting herring, flounder, crab, shrimp, rockfish, black cod, and many other forms, all of which represent a potential to the U.S. fisherman.

NEED FOR OCEAN ENGINEERING

The need for the development of efficient harvesting devices is obvious. It would seem our problem is not one of whether the resources are available, but how the United States can become an aggressive and active participant in the development and wise use of latent resources. Basically this is a problem of how can we remove the raw material from the ocean and get it to dockside at a cost which will allow our industry to become competitive on world markets while providing a satisfactory income to fishermen. Here lies the engineering challenge—we must devise efficient harvesting techniques, vessels, and processing plants if we are to expand and develop the basis of the American fishing industry. Many of these latent resources, for example, which exist in the northeastern Pacific, could be used by our fishermen if methods and techniques were developed which would make such resources available at competitive prices.

There are several existing examples which suggest that technological breakthroughs can result in the development of a healthy U.S. fishing industry. One is the change in operational methods which occurred in the U.S. eastern Pacific tuna fishery. It is a fact that fishermen salvaged their industry through a self-initiated change in operational methods which greatly increased their efficiency. Another example is the recent development of the effective midwater trawler here in the Pacific Northwest which could result in a major new industry on the west coast.

NEED FOR QUICK ACTION

It is important that we immediately initiate programs which are directed toward resolving the development of these latent resources.

These programs must cope with the problem of devising effective harvest systems which will provide an economic means for expansion and development of fisheries. If we do not, the consequences are obvious. Other nations of the world, eager to expand their fishing industries, will surely find a use for this potential and further complicate our domestic fish problems. Our scientists have recently delineated the extent of large hake resources adjacent to the States of California, Oregon, and Washington. In addition, large quantities of Pacific ocean perch, pollock, ocean pink shrimp, and flounders are known to inhabit waters adjacent to Oregon, Washington, British Columbia, and through the Gulf of Alaska. Such resources, when unused, stand as an invitation for further expansion and development of foreign fisheries.

It would be a shame, now that we seem to have devised an effective midwater trawl to harvest Pacific hake, to have foreign competitors move in ahead of our own industry and utilize this resource. It therefore seems urgent that we immediately activate programs which will assist our industry in devising methods to exploit our unused resources, particularly in areas where foreign fisheries have been expanding rapidly in recent years.

PROGRAM FOR OCEAN ENGINEERING

It would seem a program in ocean engineering similar to that recently recommended in an article entitled "The Road Back" (Fisherman's News) might represent a departure point for a national ocean engineering program in fisheries.

The three-phase program as outlined is as follows: (1) A field group such as exists at the Seattle exploratory fishing base which would work on developing and testing new concepts and which would be primarily responsible for upgrading and improving contemporary fishing systems; (2) field tests resulting from ocean engineering studies which show promise should be tried out aboard commercial fishing vessels (this latter group might work in cooperative ventures with the fishermen where new harvest concepts were proposed by fishermen themselves); (3) a small group of scientists working in the theoretical area to consider application of physical, chemical (sound, electrical, etc.) methods to harvest ocean resources. The latter group would also evaluate program proposals submitted from the various industry engineering groups and consummate contracts for desirable projects. This program might then be expanded on a national basis to consider similar problems which exist throughout the United States. For example, the development of the unutilized skipjack tuna resources of the Central Pacific and in other regions of the world.

BUDGET FOR OCEAN ENGINEERING

A. Upgrading and improving contemporary fishing systems	$300,000
1. Refinement and development of techniques for exploiting midwater species	200,000
2. Development of efficient harvesting devices for Alaskan shrimp resources	100,000

Excellent results have recently been achieved on the the Pacific coast with a newly developed midwater trawl. This trawl has successfully taken large catches of Pacific hake, anchovies, and rockfish. The success that the Bureau has obtained with this gear has been gratifying. However, it is our feeling that a number of problems still must be resolved before it can be adapted for commercial use. Immediate steps should be taken to devise an effective means for controlling and measuring the depth at which the midwater trawl operates, evolving an effective means of fish retrieval (unloading the net), and an efficient method for handling the large trawl from the small multipurpose vessels used on the Pacific coast.

Large quantities of latent shrimp resources are known to inhabit the Gulf of Alaska and Bering Sea, as well as off the coasts of Oregon and Washington. Both the small cocktail or pink shrimp and large prawns are available in these waters. The expansion and development of these fisheries requires that immediate attention be given to developing an effective pot operation for capturing of the prawns which apparently inhabit rocky areas. Also attention should be given to methods of handling the ocean pink shrimp which are taken in large quantities. However, the quality is at times poor because of antiquated handling and processing techniques.

B. Industry extension program	100,000

Final adaptation and use of newly devised fishing techniques or methods will require a technical assistance program so that fishermen can be trained in the use of new gears, and in particular in interpreting acoustical devices and telemetry systems which will be employed in midwater trawl activities. Technical assistance also will be needed to demonstrate new fishing tactics which will be developed to exploit our latent resources. Current aid should be provided to Pacific coast fishermen and processors contemplating the development of the Pacific hake fisheries. If an ocean engineering program is to be successful, some carrythrough to the fishermen must be considered as new methods and techniques are developed.

C. Conceptual engineering	200,000

A start should be made in bringing engineering talent now available in aerospace, military, and other segments of the industry to bear on problems of efficient harvesting devices, fishing vessels, and processing techniques. These studies should be directed and undertaken by a small group of high]y trained scientists working on a contractual basis with engineering and research firms. This small group should work with the development of exotic devices and consider the application of electrofishing, acoustical herding, use of chemical techniques for guiding or attracting fish, etc.

Promising results which are achieved with this group should then be programed to actual field tests which would be carried out as a part of program A.

FEASIBILITY OF OCEAN ENGINEERING PROGRAM

Chairman HAYDEN. Are you familiar with this proposal?

Mr. MCKERNAN. Yes, I am generally familiar with the proposal that some of the industry have talked about on the west coast, Mr. Chairman.

Chairman HAYDEN. Would you please submit for the record a statement as to the feasibility of such a program, and include in it an indication of what you believe the annual cost should be?

Mr. MCKERNAN. That I will do, Mr. Chairman.

(The statement referred to follows:)

SOLVING PRODUCTION PROBLEMS OF FISHERIES

The ocean engineering program attached to Mr. Talbot's letter of February 26, 1965, will cost about $600,000 annually for 5 years and is considered to be entirely feasible by the Bureau to solve some of the pressing production problems such as those of the fisheries of the Pacific Northwest. Our fishermen must be provided the equipment and know-how to (1) find concentrations of fish more rapidly and (2) to harvest these fish more efficiently.

Such a program holds considerable promise for increasing the competitive potential and economic well-being of U.S. fishermen through lowering of their production costs. This is necessary if the U.S. fishing industry is going to survive in the light of increased fishing efforts of foreign fishermen off our shores. As a specific example of the value of such a gear engineering program, the electrification of shrimp trawls, a Bureau development, has provided the opportunity for round-the-clock fishing, thereby materially increasing the productivity of shrimp fishermen.

COMMUNICATIONS IN SUPPORT OF OCEAN ENGINEERING PROGRAM

Chairman HAYDEN. Senator Magnuson has received a telegram from the vice president of Marine Construction & Design and a letter from the vice president of the Nakat Packing Corp., which will be inserted at this point in the record.

(The communications referred to follow:)

MARINE CONSTRUCTION & DESIGN CO.,
Seattle, Wash., March 1, 1965.

Hon. WARREN MAGNUSON,
Senate Office Building,
Washington, D.C.:

We have reviewed the program for ocean engineering as proposed by Mr. Dayton L. Alverson, Base Director, Exploratory Fishing and Gear Research, Bureau of Commercial Fisheries, and believe it to be a realistic expenditure which shows excellent promise of bringing economic returns to the fishing industry of the Pacific Northwest. Knowing the ability of the personnel and the success of their efforts to date, we urge you to give support to their budgetary request which is before the Subcommittee on Appropriations, Senator Hayden, chairman.

ROBERT F. ALLEN, *Vice President.*

THE NAKAT PACKING CORP.,
Seattle, Wash., February 25, 1965.

Hon. WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MAGNUSON: Mr. John H. Wedin, editor-publisher of the Fishermen's News, has given me a report concerning a program of ocean engineering for the west coast. I know this is a subject in which you are vitally interested, and I am enclosing a copy of the report for your review.

It is my understanding this program of Pacific Ocean engineering will be brought before a hearing for the Department of the Interior and its related agencies, to be held on March 2, 1965, by the Subcommittee on Appropriations of the U.S. Senate Committee on Appropriations. We are most hopeful and strongly recommend that an appropriation of $600,000, as outlined in the enclosed report, will be included in the Department of Interior budget, allocated for use by the Pacific Coast Exploratory and Gear Research Bases under the U.S. Bureau of Commercial Fisheries.

Any assistance you can give toward this program being brought into effect will be sincerely appreciated.

Sincerely yours,

HARALD B. FRIELE.

GRADUATE OCEANOGRAPHIC TRAINING PROGRAM

Chairman HAYDEN. I note that the Bureau of Commercial Fisheries is providing funds to universities for graduate training of some 35 students at 23 schools. How much money do you place in this program?

Mr. MCKERNAN. $200,000 per year, Mr. Chairman. This is a graduate training program. It has been very successful in training oceanographers for our use and for the general benefit of the national oceanographic program. We had great difficulty in the early development of our oceanographic program in competing with universities and with other Government agencies for oceanographers. They are in short supply.

We developed our own graduate fellowship program which has been very successful. We are now hiring some of the young Ph. D.'s that are coming out of this fellowship program. We have students in, I suppose, 20 or so institutions around the country. Is that right, Doctor McHugh?

Dr. MCHUGH. Yes; in about 20.

FISHING VESSEL MORTGAGE INSURANCE PROGRAM

Chairman HAYDEN. What amount of loans have you insured under the fishing vessel mortgage insurance program?

Mr. MCKERNAN. We have approved 52 applications amounting to $3,368,740 under this program.

Chairman HAYDEN. Have you had to pay any claims because mortgages or loans have gone into default? If so, to what extent?

Mr. MCKERNAN. We have lost in our fisheries loan fund—vessel loan program—in the neighborhood of $320,000. That is all to date since the beginning of this program which started at the end of 1956. I don't believe there have been any losses at all in our mortgage insurance program. I would like to check that, Mr. Chairman.

Mr. PETERSON. No, Mr. Chairman, there have been no claims.

Mr. MCKERNAN. I think that when our fishermen have the opportunity, they not only fish hard but they pay their bills.

1965 APPROPRIATION TO BUREAU OF COMMERCIAL FISHERIES

Chairman HAYDEN. Last year, Congress provided funds to the Bureau of Commercial Fisheries, in addition to the amounts requested in the budget estimates, for acquisition of a vessel and additional reservoir research in South Dakota; for more adequate management and enforcement of fishing regulations in international waters; for initiation of a research program on shellfish processing and utilization in Alaska; for a research program on North Atlantic lobsters; for a research and survey program on the sea clam; and for financial assistance under section 4(b) of the Commercial Fisheries Research and Development Act. Would you please briefly bring the committee up to date on the accomplishments which you have been able to attain with these funds?

SOUTH DAKOTA RESERVOIR RESEARCH

Mr. MCKERNAN. Mr. Chairman, in the case of the South Dakota Reservoir research program, we are having constructed a 45-foot vessel—flat bottom—inverted spoon bow-tunnel stern above bottom of hull for shallow water work. We are proceeding to evaluate the abundance of what we call rough fish in the reservoirs. There has been development in South Dakota of a commercial fishery of some importance. For example, in 5 months of 1964, there were about 360,000 pounds of fish taken by commercial fishermen. We are now starting a training program for some of the Indians on two reservations which are close by and we have 12 students, at present, in this program.

We believe that this program will benefit the people through the harvesting of the resources of these large reservoirs. We also believe, although we can't prove it, that this commercial fishing effort will benefit sport fishermen as well, because the environment will be free of these great quantities of rough fish.

We also know there has been some general criticism by people interested in recreational fishing. We don't believe this criticism is justified. Our own studies indicate that the commercial fishermen take, almost entirely, commercial fish species and that the net result will be of great benefit. The objective of the biological program of the Bureau in Oahe Reservoir is to acquire a knowledge of the fishery resource and to develop means for achieving a prosperous commercial fishery. In achieving this objective, the Bureau is working in cooperation with the Bureau of Sport Fisheries and Wildlife and the State fishery agencies of South Dakota and North Dakota. We hope to develop management recommendations for consideration by regulatory agencies to achieve optimum utilization of the resource.

The Bureau's program consists of two phases: Biological research consists of measuring the size of the fish populations, growth rates, and age composition of fish stocks and general life histories studies During the past year, we have marked approximately 125,000 fish and tagged several hundred fish with a dart-type tag. The tagging and marking experiments are designed to show the migratory patterns of commercial species, growth rates, and the size of the populations. The exploratory fishing and gear research unit is currently testing the effectiveness of various types of gear for capturing reservoir species. This unit also is determining the availability and distribution of commercial species in the reservoir.

The Bureau of Sport Fisheries and Wildlife is conducting studies on the early life history of reservoir species and plans to initiate a limnological program. Periodic meetings are held with representatives of the two Bureaus of the Fish and Wildlife Service and the State fishery agencies.

Early last spring, a commercial fishery was established in the Oahe Reservoir. Seven fishermen were active in the fishery throughout the summer; three remain in the fishery at present. It is estimated that the commercial catch—primarily buffalofish—will amount to approximately 500,000 pounds this year. The commercial fishery is a success. It is our understanding that five to seven fishermen will again participate in the fishery this spring.

North Atlantic Lobster Research

You asked me about some other items. In the case of lobster, the appropriation of $200,000 was made in the 1965 budget. We have signed a contract with Rhode Island University and we are completing arrangements for contracts with the Maine Department of Sea and Shore Fisheries, and the Massachusetts Division of Fish and Game. We are developing techniques to distinguish stocks of lobster by biochemical methods. One of the critical problems in New England with regard to the lobster fisheries, Mr. Chairman, was that our trawlers have found large stocks of giant grandfather lobster, off the coast—great big old soakers. And the question was whether these were supplying the seed for the young lobster for the big fisheries inshore. We are now trying to identify whether or not these offshore lobster are the parents and the major supply of the seed for the inshore stocks.

We are developing marking techniques using biological dyes so we can identify the migration of these lobster. The program is getting underway and is getting started well, in my view, at present.

Surf Clam Research

We also received $200,000 for the initiation of a program on surf clams. I mentioned in my introductory statement, Mr. Chairman, that our explorations along the Atlantic coast have revealed new stocks of surf clams. As a matter of fact, we have also found some unfished stocks of other species of clams. At present they have no commercial value because they have an iodine taste. Our specialists are working with this to see if it can be eliminated. We are developing biological knowledge. We know, for example, how old these clams are. We know when they spawn. We are studying the life history and the growth of the clams.

There was a question whether the suction dredges being used might deplete and destroy the beds. We are studying how long it takes for these clams to reseed on beds that have been dug by the suction dredge. We are optimistic now that within a relatively short time we will be able to recommend conservation regulations on these.

Resource Disaster Program, Public Law 88-309

You asked us about the expenditures under section 4(b) of Public Law 88-309. This amounted to $400,000 that Congress provided to

institute a program to help alleviate the disaster which occurred in the Great Lakes because of the botulism incident. We bought up and disposed of all of the stocks of chubs which had been in storage. That has been completed. There were a total of 1,630,000 pounds. We paid out approximately $285,000 for those, and it stimulated the catching and processing of chubs. The fishery has started again. I don't wish to claim, Mr. Chairman, that we have solved the problem of the Great Lakes fishery; but at least there has been quite a rehabilitation, and quite a lot of fishing is underway where there was none at the time this program started.

With the $114,000 remaining we are entering into contracts with Minnesota, Michigan, Wisconsin, and Illinois. These contracts essentially, Mr. Chairman, are designed to help the very small processor and small producer get started in business, to improve the sanitation of his plants, and to correct the problems which brought about the catastrophe in the first place. We are working very closely with the States in this regard. In most instances, they are also doing an excellent job with their own funds helping the industry get started.

ENFORCEMENT OF INTERNATIONAL CONVENTION ACTS AND REGULATIONS

Mr. Chairman, we have some responsibilities for fishery regulation and enforcement in international waters. You ask about that; and we are doing an improved job in both the New England area in connection with the International Commission for the Northwest Atlantic Fisheries and in connection with the several treaties concerned with North Pacific fisheries. Our enforcement agents participate in Coast Guard surface and air patrols on both the east and west coasts. We must enforce the minimum mesh regulations which have been put into effect through the recommendations of International Commissions for the Northwest Atlantic fisheries as well as the regulations and laws pertaining to the fisheries of the North Pacific Ocean. Our efforts in this regard have improved tremendously in the last few years because of funds provided by Congress.

We are also monitoring the catches and the effects of the Russian fishing on Georges Bank, as well as foreign fishing activities in other areas. In this way we are able to determine generally what species other nations are catching, where they are fishing, and what effect they might have on our own fisheries. We are getting excellent cooperation from the Coast Guard. We are observing the activities of the Russian and Japanese king crab fishing vessels and in some instances the salmon vessels.

SHELLFISH PROCESSING AND UTILIZATION—ALASKA

The Congress provided $50,000 in the 1965 budget for technological research studies on Alaska shellfish. The funds were utilized in preservation and processing studies on king crab and Alaska shrimp.

The research efforts were designed to study the effects of physiological process in crabs and shrimp upon yield, quality, and processing characteristics and to determine the most efficient utilization techniques for crabs and shrimp in terms of quality, yield, and annual regimen.

Work toward improving the quality of pink shrimp was started by contacting industry and research people to discuss possible approaches to quality improvement. Products made from frozen pressed shrimp logs or blocks have large potential if current quality defects are eliminated.

A 1-year storage study of king crab meat was completed and showed that, under the conditions used, the king crab pigment has remarkable stability as compared to other pigmented seafoods.

A 2-day industry-Government conference on the technology of king crab processing was held in October 1964 and was attended by 40 industry people representing a wide range of interests in the king crab fishery. Research progress reports given at the conference provided information that had immediate use by the industry. Frozen king crab meat was examined and evaluated as part of the conference. The examination of the products highlighted specific product defects and provoked discussions of processing variables which influenced the occurrence of the defects.

MANAGEMENT AND INVESTIGATIONS OF RESOURCES (SPECIAL FOREIGN CURRENCY PROGRAM)

Chairman HAYDEN. There will be placed in the record your justification of the budget estimate of $300,000 for "Management and investigations of resources" to be accomplished under the special foreign currency program.

(The justification referred to follows:)

Appropriation, 1964 (total available)	$300,000
Appropriation, 1965 (total available)	300,000

SUMMARY OF INCREASES AND DECREASES, 1966

Marketing and technology:	
Reduction in technological research program level	−35,000
Initiation of a foreign trade expansion program	+50,000
Total	+15,000
Research: Reduction in biological research program level	−15,000
Net increase, 1966	
Budget estimate, 1966	300,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. Marketing and technology	$68,817	$125,000			$125,000
2. Research	154,549	175,000			175,000
Unobligated balance lapsing	76,634				
Total	300,000	300,000			300,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
1. Marketing and technology	$68,817	$125,000	$140,000	+$15,000
2. Research	154,549	175,000	160,000	−15,000
Unobligated balance lapsing	76,634			
Total	300,000	300,000	300,000	

A tabulation of the programs to be conducted with the foreign currencies by country follows. Amounts are shown in their U.S. dollar equivalents.

Country	Marketing and technology	Research	Total
Poland	$25,000		$25,000
Israel	90,000	$90,000	180,000
India		70,000	70,000
Greece	25,000		25,000
Total	140,000	160,000	300,000

1. MARKETING AND TECHNOLOGY

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
(a) Technology	$68,817	$125,000	$90,000	−$35,000
(b) Fishery education and market development			50,000	+50,000
Total	68,817	125,000	140,000	+15,000

(a) Technology

The estimate of $90,000 is a decrease of $35,000 compared to 1965.

Technological research performed in foreign countries and financed under this appropriation is designed to complement the Bureau's domestic technological research program. At the end of the current fiscal year, one research contract on lipid metabolism in fish muscle will be terminated. Funding of a 2-year contract for studies involving the comparison of several types of fishing and combined fishing-processing vessels to determine which types are the most effective will be completed in the fiscal year 1965. Research work performed under other contracts will be continued at a reduced level. Emphasis is being placed on research that is directly related to work being conducted at Bureau laboratories on denaturation of fish muscle and the characterization of enzyme activities in the muscle of various local fishes in the foreign country. The results of this research will provide technical information of value in this country regarding means of preventing quality degradation of the fish while in frozen storage. Completion or termination of research contracts, in the fiscal year 1965, will offset the $50,000 needed for initiation of a translation project and result in a $15,000 decrease in the level of funding for this subactivity.

Translations, $50,000

Need.—The Bureau is responsible for the preparation of intelligence reports on fishery developments of foreign countries throughout the world. Major sources of information utilized in preparing these reports are dispatches from American diplomatic posts, foreign government economic reports, and articles appearing in foreign scientific and trade journals. Despatches present no translating problem since they are prepared in English but the remaining reports are usually issued in the language of the country of origin.

A program for translating current Japanese fishing publications and reports has been established at the California Regional Office but no facilities are available for translating fishery intelligence information from other countries. A particular need exists for translating U.S.S.R. fishery reports. Soviet fishery catches during the past several years have consistently increased and production goals always have been exceeded. These all-out efforts on the part of the Soviets have created international problems in conservation (whales, king crab, herring, etc.), and conflicts of interests in fishing areas off Alaska, New England, and other parts of the world. Soviet progress in fishery scientific research appears second to none. The strategic potential of Soviet and Soviet bloc fishing fleets is of considerable interest to our country. The political effect of Soviet inroads into the potential fishery resources of developing nations is of additional concern to the United States. In order to assess the effect of Soviet and other foreign fishery developments throughout the world, supporting services for translating foreign language reports are essential.

Plan of work.—Presidential Order No. 10900 requires that all U.S. Government translation programs abroad must be administered by the National Science Foundation (NSF). Upon authorization of the requested funds, the Bureau will contract with the NSF for the translation in Israel of current foreign publications. Bureau specialists will select the articles to be translated and transmit them to the Translations Clearing House in the Department of Commerce to eliminate possible duplication. The Clearing House will airmail approved articles to Israel. After the program has been functioning for about 6 months, the Bureau personnel will review the results to insure maximum use of the service.

(*b*) *Fishery education and market development*

The estimate of $50,000 is an increase of $50,000 over 1965, needed to initiate and develop a foreign trade expansion program.

Need for increase.—Many segments of the domestic fishing industry are in a precarious economic condition and inventories of some products are excessively high. New export markets must be found for many domestic fishery products. The increase is needed to defray costs of trade missions in potential foreign markets. Expansion of our export markets through product introduction, market development, and trade fairs, can improve the economic condition of the domestic fishing industry.

Plan of work.—(1) Plans are for an initial trade mission to the Mediterranean countries. It is anticipated that most of the transportation and allied expenses will be paid through use of foreign currencies. Other trade missions will follow.

(2) Foreign countries will be invited to study and evaluate market potential for domestic fishery products. In promising areas, market studies, including container and labeling requirements, distributioon methods and market analysis, will be contracted to local nationals.

(3) Funds will also be used for costs of local displays and food fairs exhibiting U.S. fishery products.

(4) All plans will be carefully coordinated with U.S. foreign service personnel in each country in order to utilize their valuable knowledge and experience.

(5) This money will also be used for participation in trade centers and trade fairs in hard currency countries.

(6) Bureau representatives will assist industry in procuring display materials, hiring local nationals, and make preliminary and post arrangements for merchandise to be displayed and sold; and provide all necessary information and guidance needed to each firm participating. This will permit small and medium size firms to explore new export market opportunities and gain merchandising know-how in foreign sales.

2. RESEARCH

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Coastal and offshore research	$154,549	$175,000	$160,000	−$15,000

COASTAL AND OFFSHORE RESEARCH

The estimate of $160,000 is a decrease of $15,000 compared to 1965.

Biological research will be continued on three projects underway at three universities in India. These projects involve research on the nervous system of fish, reproduction of crabs and prawns, and identification of fish and crustacea by cell structure. In Israel three research projects will be completed and will not be renewed. Three other projects will be continued to completion. These projects concern research on selective breeding to improve the quality of fish, artificial fertilization of the environment to improve fish growth and survival and natural factors influencing the abundance of marine fish populations.

Completion of the research contracts, in the fiscal year 1965, will permit the initiation of some new projects in the fiscal year 1966. New projects proposed are (a) translations, $50,000; (b) limnology of lakes, $30,000; and (c) work on a taxonomic handbook, $20,000. The need for the projects and the plans for conducting the projects are outlined below.

(a) *Translations, $50,000*

Need.—The publishing of Soviet scientific literature on fishery and oceanography continues to accelerate and, consequently, poses a problem for U.S. scientists, most of whom are unable to read Russian. The present rate of translating of Russian to English is too low to meet the needs of our scientists, who must be aware of developments in Soviet science.

A recent analysis of the translating needs of Bureau scientists indicated that we are aware of over 17,000 untranslated pages of pertinent Russian reports on fisheries and oceanography. With the continuing output of more Russian scientific literature, there is practically no possibility that most of the 17,000 pages will ever be translated.

Plan of work.—The Bureau is participating in the present Public Law 480 translating program and receives from the National Science Foundation an annual allotment of about 800 pages of translations. This allotment results in our obtaining only a small part of what should be translated.

The project provides for increasing the translation output in Israel. From our backlog of untranslated articles, we would select those considered to be the most important scientific contributions. The usual arrangements would then be made with the National Science Foundation, which would coordinate the requests with the Bureau of Standards national clearinghouse for scientific and technical information. The translations would subsequently be made under the special foreign currency science information program.

(b) *Limnology of lakes, $30,000*

Need.—The production of fish, whether in a lake, an estuary, or the open sea, is dependent upon the chemical quality of the water and certainly highly variable physical factors, such as temperature, rain, sunshine, and wind. Accordingly, the interrelation between fish and the environment is extremely complex and requires comparative data between a series of lakes of almost entirely different characteristics before a clear understanding can be obtained as to the relative contribution of each element to the productive capacity of a body of water. The Bureau is now conducting a variety of productivity studies: certain virgin red salmon lakes in Alaska, the new Oahe Reservoir in the Dakotas, polluted waters of Lake Erie, and certain estuaries along the coast of Texas. The proposed project would extend these studies into another completely different environment and the results will provide information that can be used not only to test the validity of observations from our own studies but to assist in the isolation and evaluation of the effect of various individual elements on productivity as a whole and, in particular, the production of fish.

Plan of work.—Facilities and talent are available in India for research on lake productivity and on experiments designed to achieve optimum production of fish from inland waters. Initially, studies would be conducted on the physical and chemical characteristics of selected lakes. This would be supplemented by studies of the plankton and bottom fauna populations. Once basic information on the environment is obtained, efforts will be directed on how maximum utilization of the environment might be achieved by regulating the size and species composition of fish populations.

(c) *Taxonomy of clupeoid fishes, $20,000*

Need.—A growing need for a taxonomic handbook of herring, sardines, and other clupeoid fish in the Indian Ocean is apparent. First, this group of fish comprises the greatest volume of fish landed in the world and is an important source of oil for industrial use and of protein for both animal and human consumption; these fish are especially important as a source of food to the populations of countries around the Indian Ocean, where malnutrition is common. Second, in recent years, the tuna fisheries have rapidly expanded into these important waters and are dependent upon the availability and abundance of sardines or similar fish for bait. Although the U.S. fishing effort in these waters has been minimal to date, an expanding fishery will occur in the future as other more convenient sources of tuna reach their limit of yield. Therefore, it is important to the United States as well as to India to obtain information on the kinds and relative importance of the various clupeoid fish in the Indian Ocean.

Plan of work.—This project provides for Indian scientists to examine various collections now available from the recent Indian Ocean expedition and other exploratory studies with supplemental new collections where necessary. Because of the taxonomic difficulty in classifying the numerous clupeoid forms, arrange-

ments will be made to have a qualified U.S. taxonomist work closely with the Indian scientists on this project. The results will be published in a handbook that will serve as a needed guide to both fishermen and scientists working in the area.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$223,366	$300,000	$300,000	
Unobligated balance lapsing	76,634			
Appropriation	300,000	300,000	300,000	
Obligations by objects:				
21 Travel and transportation of persons	5,427	5,000	10,000	+5,000
25 Other services	217,939	295,000	290,000	−5,000
Total obligations	223,366	300,000	300,000	

RESEARCH CONTRACTS IN FOREIGN COUNTRIES

Chairman HAYDEN. Would you please comment on this program and include in your comments a discussion of the types of work which are done in foreign countries and the relationship of that work to the domestic activities of the Bureau of Commercial Fisheries.

Mr. MCKERNAN. Mr. Chairman, we do have a small program of $300,000, which utilizes foreign currencies. These particular programs are, or have been, conducted in Poland, Israel, India, and Pakistan.

Here we have selected certain universities having scientists who are specialists in basic research areas of interest to us. For example, a study is underway in Israel on the effects of free fatty acids in inducing protein denaturation, a very important factor in the loss of quality of fishery products in cold storage warehouses. We are supporting studies on the genetics of certain species of fish. With a view toward determining the feasibility of breeding new, stronger, and more readily marketable strains of fishes. In each case, we have designed the program and selected the contractor to maximize the usefulness of the results to us in developing our commercial fisheries program in this country.

We have had spotty success, Mr. Chairman. In some instances, we have enjoyed excellent results. In other instances, it was so difficult to overcome obstacles and to insure that the work was done properly that we have terminated the contracts.

Now, we have been at this about 3 years and we have finally found responsible contractors and are working with competent scientists. The results have been of use to us in developing our own program here at home.

CONSTRUCTION

Chairman HAYDEN. In fiscal year 1966, the Bureau of Commercial Fisheries proposes an appropriation of $1,405,000 for construction. This is $3,383,000 less than was appropriated in fiscal year 1965. The justification will be printed in the record.

(The justification referred to follows:)

CONSTRUCTION

Appropriation, 1965	$4,788,000
Unobligated balance from prior years	4,730,364
Total available for obligation	9,518,364
Decreases (1965):	
Fishery facilities	8,603,781
Columbia River fishery facilities	914,583
Subtotal	9,518,364
Increases (1966):	
Fishery facilities	980,000
Columbia River fishery facilities	425,000
Total available for obligation	1,405,000
Budget estimate, 1966	1,405,000

Analysis by activities

Activity	Fiscal year 1965 amount available	Fiscal year 1966			Total available, 1966, compared to total available, 1965
		Unobligated balances from prior years	Budget estimate	Estimated total available	
1. Fishery facilities	$8,603,781		$980,000	$980,000	−$7,623,781
2. Columbia River fishery facilities	914,583		425,000	425,000	−489,583
Total obligations	9,518,364		1,405,000	1,405,000	−8,113,364

GENERAL STATEMENT REGARDING CONSTRUCTION

The Public Buildings Act of 1959, Public Law 86–249, provides generally that public buildings shall be constructed by the Administrator of General Services. Section 13 of the act excludes from the definition of "public buildings" any buildings or construction projects "on lands used in connection with Federal programs for * * * conservation purposes, including research in connection therewith." The funds requested herein for construction are required for research on the conservation of fishery resources and, in the opinion of this Bureau, are not required to be included in appropriations of the General Services Administration or to be constructed by the Administrator of General Services.

The estimate in the amount of $1,405,000 incldes $980,000 for the "Fishery facilities" activity, and $425,000 for the "Columbia River fishery facilities" activity.

1. Fishery facilities, $980,000

(*a*) Construction of exploratory fishing vessel as a replacement for the *Oregon* (2d phase)	$650,000
(*b*) Construction of Shellfisheries Research Center, Milford, Conn. (2d phase), and purchase of equipment	95,000
(*c*) Technological equipment for new laboratory, Seattle, Wash	80,000
(*d*) Alterations and improvements at research facility, Woods Hole, Mass	100,000
(*e*) Expansion of laboratory facilities on the research vessel, *George B. Kelez*	40,000
(*f*) Acquisition of land, Auke Bay, Alaska	15,000

(*a*) *Construction of exploratory fishing vessel as a replacement for the "Oregon" (second phase), $650,000*

The Department of the Interior and Related Agencies Appropriation Act, 1964, included $100,000 for the design of a $2 million vessel to replace the *Oregon*, and and $1,350,000 was appropriated for fiscal year 1965 for the first phase of construction.

The design of the vessel has been completed and bids for the first phase of construction are scheduled to be issued early in calendar year 1965. Funds appropriated for fiscal year 1965 will provide for construction of the hull and house; installation of the main and auxiliary engines; and installation of generators, steering gear and the bilge and ballast system. The $650,000 requested is needed to complete the vessel for initial program operations. These will be concerned with bottom fish explorations in the Gulf of Mexico and shrimp and bottom fish work off the northeast coast of South America. The funds will provide for trawl winches, anchoring equipment, and ventilation systems, and such outfitting and furnishing of quarters and laboratories, and installation of electronic equipment as is necessary for immediate program needs. It is important that all the phase 2 equipment necessary for the initial operations be installed while the construction work under phase 1 is still in progress. To complete phase 1 before starting phase 2 of the construction would result in additional costs and prolong the construction period, thereby delaying the availability of the vessel for the important oceanographic programs for which it is to be used.

The *Oregon* was built in 1946 for use in commercial fisheries. Its limited range of 4,800 miles, slow speed of 9 knots, and lack of adequate scientific facilities have been a serious handicap in effectively carrying out Bureau exploratory fishing programs, particularly in waters far distant from the Pascagoula, Miss., base of operations. The new vessel will be about 170 feet in length, is designed especially for operation in tropical climates and has the following features: (1) capabilities for an extended cruising range of 9,000 miles; (2) a speed of 14 knots so that time to and from the far-distant portions of the investigation area is held to a minimum, thus allowing maximum working time; (3) sufficient versatility so that adequate assessment of the resources of an area, which is dependent upon sampling that area with a wide array of types of gear, since each type is highly specific in action, can be carried out; (4) sufficiently automated handling and working capability so that the number of operating personnel can be kept to a minimum; and (5) sufficient size and seaworthiness to allow remaining on station in the extremely adverse weather conditions sometimes encountered in tropical waters (hurricanes, waterspouts, etc.), and sufficient seaworthiness so that experimental fishing operations can proceed in the face of relatively heavy seas.

(*b*) *Construction of Shellfisheries Research Center, Milford, Conn. (second phase), and purchase of equipment, $95,000*

Construction of this facility was authorized by the act approved August 30, 1961 (Public Law 87-173), at a cost not to exceed $1,325,000. The Department of the Interior and Related Agencies Appropriation Act, 1963, included $160,000 for the purchase of land and cost of land filling to initiate construction. The 1964 Appropriation Act included $70,000 for design of the facility, and $1 million was appropriated for 1965 for construction. The amount of $95,000 is needed for construction of a bulkhead, filling, and grading; the construction of asphalt platforms, piping, and installation of fiberglass tanks to provide the experimental tanks essential to laboratory operations; and for the purchase of laboratory equipment. Other nonfixed equipment necessary to the performance of expanded research will be purchased from program operating funds. The laboratory is expected to be completed by January 1966.

The Research Center will be used for the conduct of basic research on the physiology and ecology of commercial shellfish, the development of hatchery methods for cultivation of mollusks, including the development of principles that can be applied to the use of artifical and natural salt water ponds for shellfish culture.

(c) *Technological equipment for new laboratory, Seattle, Wash., $80,000*

An amount of $80,000 is required to outfit the new technological laboratory space in Seattle with modern and sophisticated equipment and instruments needed to insure the best possible utilization of the new facility. Availability of these instruments will greatly increase the efficiency and productivity of existing personnel, and in some cases will automate operations. Better utilization of scientists will make possible increased research activity in many projects without additional personnel.

The Seattle laboratory constructed with funds provided in the Department of the Interior and Related Agencies Appropriation Act, 1964, was completed in December 1964.

The equipment proposed for purchase will be put to immediate use on approved programs aimed at finding new markets for domestic fish oils through new product development. At the present time, nearly two-thirds of the fish oils produced in this country are shipped to Europe for use in margarine. Economic changes in the European Common Market, and in the food habits of Europeans, are expected to cause this temporary market to rapidly decline or collapse in the next few years. At that time our industry will desperately need new uses for their fish oils. Modern equipment at the new Seattle laboratory will be used to greatly speed the detailed chemical analysis and research required to develop new uses for fish oils. Equipment to be purchased falls in two categories as follows:

(1) ($55,000) Analytical equipment and instrumentation includes items that increase automation, such as an automatic titrator and Craig countercurrent apparatus; and instrumentation for fish oil analyses that cannot be done at present, such as liquid scintillation spectrometer for tracer work, microelectrobalance, and automatic carbon-hydrogen analyses.

(2) ($25,000) Service equipment includes items necessary to facilitate the work of the scientists, such as washing equipment for laboratory glassware, calculators, hydrogenation apparatus, preparative ultracentrifuge and specialized portable lights for inspection of samples.

(d) *Alterations and improvements at research facility, Woods Hole, Mass., $100,000*

The funds requested are needed for the following purposes:

(1) Forty-eight thousand dollars for reenforcement of the second floor of the laboratory and to finish off space on the second floor of the aquarium shop building: Space on the second floor of the laboratory being used as a library and conference room cannot be utilized to the fullest advantage because of a floor load-limit factor. Expansion of the library is a pressing need that can be met by reenforcing the floors under the present library-conference room space to permit the higher stacking of library material.

The second floor space over the shop area of the aquarium shop building is unfinished. It is essential that this space be finished to house a new data-processing unit, an electronics laboratory, and to provide suitable space for storage of library material and data-processing cards. Space required for the data processing unit must be dry and dust free. Part of the space must also be air conditioned.

(2) Sum of $17,000 for installation of an elevator in the aquarium shop building: An elevator shaft is provided in this building, but an elevator has not been installed. An elevator is needed for hauling heavy loads of equipment; gear; and supplies, including data-processing cards and library material, to the second floor for use in operations and for storage.

(3) Sum of $10,000 for improvement of the salt water system: The aquarium now has two sea water supplies. One is raw water from Great Harbor which is provided at the source temperature and so varies with the season. The second is recirculated water which is filtered and tempered. Although there is a temperature control on the recirculating system, it provides for only one temperature—either higher or lower than the natural supply. It is not practical to obtain the various water temperatures required for experimental work by the mixture of water provided from these two systems, because of the complexity of mixing the natural supply and the recirculated supply. Two separate recirculating systems—one cold and one warm—are needed. The need for a controllable temperature water supply can be met by utilizing the existing circulating system for warm water and adding a new system to provide cold water.

(4) Sum of $15,000 for a storage building: Acquisition of the *Albatross IV* increased the need for storage space to house nets, fishing gear and other equipment and supplies used in vessel operations, which must be protected from the weather. Adequate space is not available in the existing structures. Construction of a light, prefabricated one-story building will provide the storage space required.

(5) Sum of $10,000 for the cost of planning, design, engineering, and inspection services required in connection with the construction outlined above.

(e) *Expansion of laboratory facilities on the research vessel, "George B. Kelez," $40,000*

In 1962 the Bureau acquired a former Navy-type AKL–30 cargo vessel and outfitted it for use as a fishery research vessel. This 177-foot ship is used to carry out research necessary in the North Pacific Ocean to determine the distribution of Pacific salmon and to collect samples to determine the extent and locale of intermingling salmon stocks of North American and Asian origin. Information gained by this research is essential in developing and supporting the U.S. position in its treaty negotiations with Japan. The vessel is also used within its capabilities for collecting oceanographic data which is used to determine the effect of ocean conditions on the distribution of salmon and other species.

Funds are requested in the amount of $40,000 to incorporate laboratory facilities into the ship so that biological and oceanographic data taken on extended voyages may be processed and analyzed at sea. Facilities are not currently available on the vessel for these purposes. The efficiency of our marine research program would be considerably increased by this additional laboratory space.

Acquisition of land, Auke Bay, Alaska, $15,000

The 3-acre Auke Bay laboratory site is ideally situated for fresh and salt water experimental research as well as being convenient to air and surface transportation, but is too limited in ground area. The area occupied by required facilities leaves too little space for yard storage for outdoor equipment and supplies and for room in which to fabricate or assemble nets and other large research devices. Approximately 3 additional acres are needed adjacent to the laboratory site.

Fishery Facilities

STATUS OF PROGRAM

The Bureau operates 28 major research laboratories and bases and 25 research vessels over 40 feet in length in discharging its responsibilities for research in marine biology and technology. As a result of steadily increasing responsibilities and expanding programs in the past 15 years many of the shore and vessel facilities have become inadequate. The following reflects the status of program on those projects which have had capital improvements funded beginning with fiscal year 1962:

ALASKA

Auke Bay:

1962: Construction of salt water system and dock facilities at the Biological Research Laboratory $200,000
Construction of these facilities has been completed.

1964: Design of exploratory fishing vessel for use in the North Pacific Ocean and Bering Sea 100,000
A contract has been awarded to a naval architect in Seattle, Wash., and design is scheduled to be completed in March 1965.

1964: Design of an oceanographic research vessel, replacement for the *Mackinaw* 15,000
A contract has been awarded to a naval architect in Seattle, Wash. Plans are to be completed by April 1965.

1964 Earthquake damage repairs:

Brooks Lake: Biological Research Station 50,000
Program is to start in the spring as soon as weather is favorable.

Kodiak Island: Karluk Lake Station, dock and warehouse 465,000
Construction scheduled to begin April 1965, to be completed September 1965.

Olsen Bay: Biological research station 25,000
Estimated completion May 1965.

King Salmon: Biological research station 100,000
Scheduled for completion November 1965.

Kasitsna Bay: Biological research station 10,000
These repairs have been completed.

CALIFORNIA

La Jolla:

1962: Construction of a biological research laboratory 2,450,000
This building has been completed and accepted.

1963: Construction of the *David Starr Jordan*, replacement for the *Black Douglas* 2,500,000
This vessel is under construction by the Christy Corp. of Sturgeon Bay, Wis., and is scheduled for completion in May 1965.

1964: Construction of unmanned buoys for use in the eastern Pacific Ocean 50,000
The buoys have been completed and are in use.

CONNECTICUT

Milford:

1963–64: Purchase of land for and design of a shellfisheries research center 230,000

1965: Construction of the shellfisheries research center 1,000,000
The center is under construction by the DeMatteo Construction Co., New Haven, Conn., and is expected to be completed in January 1966.

FLORIDA

Miami:

1964: Design of a biological research laboratory for the tropical Atlantic 125,000

1965: Construction of biological research laboratory for the tropical Atlantic 1,500,000
This building is under construction by the M. R. Harrison Construction Corp., Miami, and is scheduled for completion late fall of 1965.

GEORGIA

St. Simons Island:

1963: Rehabilitation of facilities at St. Simons Island Lighthouse Station 30,000
This rehabilitation work has been completed.

MAINE

Boothbay Harbor:
1964: Design of an oceanographic inshore research vessel for use in the Northwest Atlantic Ocean $15,000
A contract has been awarded to a naval architect in Boston, Mass., and design is scheduled for completion in April 1965.

MARYLAND

Oxford:
1962: Construction of service buildings and other facilities at the Biological Research Laboratory 170,000
This facility has been completed.

MASSACHUSETTS

Gloucester:
1962: Construction of an exploratory fishing and gear research vessel for use in the Northwest Atlantic Ocean, replacement for the *Delaware* 1,250,000
Construction of this vessel is underway at the South Portland Engineering Co., South Portland, Maine, and the contract calls for completion in December 1965.

MICHIGAN

Ann Arbor:
1963: Construction of a biological research laboratory 1,356,000
1964: Scientific equipment for the Biological Research Laboratory 90,000
The laboratory building is under construction by Spence Bros., of Saginaw, Mich., and work is expected to be completed by April 1965.
1964: Design of hydrobiological research vessel for use in the Great Lakes 20,000
The plans and specifications have been completed.

MISSISSIPPI

Pascagoula:
1964: Design of an exploratory fishing and gear research vessel, replacement for the *Oregon* 100,000
1965: Construction of the replacement for the *Oregon* 1,350,000
The plans and specifications are being readied and invitations for bids will be issued about March 1965.

NORTH CAROLINA

Beaufort:
1963: Construction of a radiobiological laboratory 395,000
This construction was completed and accepted on May 27, 1964.

TEXAS

Galveston:
1962–64: Construction of an oceanographic research vessel for the Gulf of Mexico 350,000
The plans and specifications have been completed by a naval architect in New Orleans, La. Bids were opened on October 21, 1964, however, all bids exceeded available funds. A redesign is in process and bids will be readvertised.

WASHINGTON

Seattle:

1963: Construction of a research laboratory $2,257,000
This building has been completed.

1963–64: Construction of an oceanographic research vessel for use in the North Pacific Ocean and Bering Sea 2,800,000

1965: Equipment for the North Pacific vessel 350,000
Bids were to be opened for the construction of this vessel on June 25, 1964, however, no bids were received. Plans and specifications were revised, bids resolicited, and award will be made in January 1965.

1964: Design of a gear research vessel for use in the North Pacific Ocean 35,000
The design contract was awarded to a naval architect in Seattle, Wash. Preliminary plans and specifications have been completed and are being reviewed by the Bureau prior to the initiation of final design.

2. COLUMBIA RIVER FISHERY FACILITIES, $425,000

The estimate of $425,000 for the Columbia River fishery facilities activity is a decrease of $163,000 from 1965. The programs conducted under this activity are grouped under five general categories as follows:

	Appropriation, 1965	Estimate, 1966	Increase (+) or decrease (−)
(a) Hatchery facilities	$67,000		−$67,000
(b) Management techniques	300,000	$300,000	
(c) Screening diversions	75,000		−75,000
(d) Stream improvement	56,000	35,000	−21,000
(e) Program supervision and engineering	90,000	90,000	
Total	588,000	425,000	−163,000

(a) *Hatchery facilities*

The 1966 estimate does not include any funds for this item.

(b) *Management techniques*

The $300,000 is needed for studies necessary to determine means of improving methods of introducing fish into new areas, marking fish, releasing fish from hatcheries, controlling predators, altering fish habitat, and controlling natural rearing. These studies are to be conducted by State agencies or by the Bureau of Sport Fisheries and Wildlife. The proposed projects are as follows:

Studies in the state of Idaho $64,000

(1) Introduction of fall Chinook, spring Chinook, silver salmon, and steelhead trout into the Clearwater River (Idaho Department of Fish and Game (IDFG)), Lewiston, Idaho: To determine the success from artificially prepared hatching channels and the planting of eyed eggs for the introduction of salmon and steelhead into a new area ($42,000).

(2) Determination and development of selective toxins for the control of undesirable species of fish (University of Idaho), Moscow, Idaho: To determine the minimum effective concentrations lethal to fish, fish sperm, or fish eggs of toxins which are not lethal to young salmonids. It is contemplated that this study will phase out after fiscal year 1966 ($22,000).

Studies in the State of Oregon $89,000

(3) Early maturing silver salmon study (Oregon Fish Commission (OFC), Portland, Oreg.: To determine the factors involved in the return of early maturing male (jacks) silver salmon and steps that may be taken to increase their productive value ($24,000).

(4) Wahkeena-controlled natural rearing (OFC), Portland, Oreg.: To determine the biological and economic feasibility of using natural and artificial lakes and ponds as rearing areas for silver salmon ($13,000).

(5) Nature of physiological changes of salmonids associated with seaward migration (Oregon Game Commission (OGC)), Corvallis, Oreg.: To examine the physiological activity of fish going through a fresh- to -salt-water cycle in order to determine when fish are ready for release from hatcheries. It is contemplated that this study will phase out after fiscal year 1966 ($14,000).

(6) Nature of biochemical changes of salmonids associated with seaward migration (Oregon State University), Corvallis, Oreg.: To examine the biochemical activity of fish going through a fresh- to salt-water cycle in order to determine when fish are ready for release from hatcheries. It is contemplated that this study will phase out after fiscal year 1966 ($38,000).

Studies in the State of Washington $85,000

(7) Evaluation of an incubation channel in production operations (Bureau of Sport Fisheries and Wildlife (B.S.F. & W.L.)), Longview, Wash.: To determine if the incubation channel can establish a run of chum salmon of significant proportions in Abernathy Creek and to determine if an incubation channel can be used as a practical supplement to artificial propagation ($10,000).

(8) Field testing of a magnetic-coded wire-tagging device for individual identification of large and small fish (Washington Department of Fisheries (WDF)), Olympia, Wash.: To make final tests of a coded wire tag which can be inserted into fish and which will not be lost or adversely affect the fish and can be detected without error, and can be removed and decoded with ease. This study will be completed this year ($13,000).

(9) Salmon Creek-controlled natural rearing (WDF), Vancouver, Wash.: To determine the biological and economic feasibility of using natural and artificially created lakes and ponds as rearing areas for silver salmon ($13,000).

(10) Ringold Springs-controlled natural rearing (WDF), Pasco, Wash.: To determine the biological and economic feasibility of using natural and artificially created lakes and ponds as rearing areas for fall Chinook salmon ($13,000).

(11) Ringold Springs-controlled natural rearing (Washington Department of Game (WDG)), Pasco, Wash.: To determine the biological and economic feasibility of using natural and artificially created lakes and ponds as rearing areas for steelhead trout ($17,000).

(12) Selective breeding of salmon (University of Washington), Seattle and Estacada, Wash.: To study the application of selective breeding techniques to adult salmon returning to a Columbia River hatchery ($19,000).

Other studies (agency and area not selected) $62,000

(13) Recirculation of water for holding or rearing salmonids: To determine the feasibility of using recirculated water to hold adult salmon and rear juvenile salmon. The improvement of water temperatures by use of refrigerated and heated water will also be investigated ($22,000).

(14) Incubation of salmonid eggs in gravel and by conventional hatchery techniques: To determine if eggs incubated in gravel and reared at a hatchery will produce a greater number of adults than present hatchery methods ($10,000).

(15) Introduction of salmonids into impoundments above dams: To study the feasibility of stocking salmonids in areas closed to the regular migration of anadromous fish by dams ($15,000).

(16) Tetracycline salmon-marking studies: To obtain clearance from the Food and Drug Administration for using the tetracycline-marking technique for identifying production lots of silver salmon and develop standard techniques for marking with tetracyclines at several water temperatures and fish sizes. This study will be completed in fiscal year 1966 ($15,000).

(c) *Screening diversions*

The 1966 estimate does not include any funds for this item.

(d) *Stream improvement*

The $35,000 is needed for fishway improvement at the Lewiston Dam, Idaho. Lewiston Dam is located on the Clearwater River approximately 4 miles upstream from the town of Lewiston, Idaho. The impounded water is used for the generation of power, the manufacture of pulp, and for log yardage. Prior to 1964, there were three antiquated, inefficient fishways being operated at this dam. In 1964, the Bureau made available, to the Idaho Department of Fish and Game, $130,000 for modernization of the south shore and powerhouse fishways. An additional $65,000 was obtained from the Washington Water Power Co. as a

voluntary contributor in the interest of conservation and public relations. The south shore ladder was rebuilt and placed in operation in 1964 ($123,000). The powerhouse ladder was remodeled and placed in operation in 1965, at a cost of $72,000. It is estimated that $35,000 will be needed in fiscal year 1966 to complete the work at Lewiston Dam with the remodeling of the north shore fishway. Work to be accomplished will include the deepening of the ladder pools and the addition of an auxiliary water system at the fishway's entrance.

Proper fish passage on the Clearwater River at Lewiston Dam is of utmost importance. This river system is currently producing the largest single steelhead run in the Columbia River and an intensive effort is being made by the State of Idaho and the Bureau to reintroduce salmon into this watershed. The salmon runs were nearly obliterated by improper passage facilities formerly in existence at Lewiston Dam.

(e) *Program supervision and engineering*

The $90,000 is needed to cover the cost of program supervision attributable to that portion of the Columbia River fishery development program financed under the construction appropriation and to provide for required engineering services. Engineering services involving preconstruction examination of plans and specifications, as well as inspection during the progress of work on various construction projects, are provided by the Bureau of Sport Fisheries and Wildlife on a reimbursable basis.

Columbia River Fishery Facilities

STATUS OF PROGRAM

The Columbia River fishery development program, authorized under the act approved May 11, 1938 (52 Stat. 344), as amended by the act of August 8, 1946 (60 Stat. 932), is a cooperative program with the fish and game agencies of the States of Idaho, Oregon, and Washington. The program was initiated to offset detrimental effects of extensive Federal water developments in the Columbia River Basin on the anadromous fishery resources of the basin.

Screening of diversions

State of Idaho: The construction of fish screens in Idaho, in fiscal year 1964, moved ahead of schedule with the completion of 41 new screens. A total of 206 screens now are operating in the Salmon River drainage. Only 53 water diversions remain to be screened within the Salmon River Basin. Funds were provided in the fiscal year 1965 for screening 25 of these diversions. All screen construction is conducted under contract with the Idaho Department of Fish and Game at Salmon, Idaho. Following the completion of the projected total of 259 screens in fiscal year 1966, all new water diversions, pursuant to State law, will be screened by the owners.

State of Washington: In fiscal year 1965, under contract with the Bureau, the State of Washington will complete the construction of 24 fish screens on water diversions in the upper Columbia River drainage. This will finish the fish screen construction program in this State. As in Idaho, all new water diversions will be screened by the owners.

Stream improvement

State of Idaho: The new south shore fishway at Lewiston Dam was completed in fiscal year 1964 ($123,000). Nearly 5,000 steelhead passed over the dam via this new fish ladder in the first 3 months following construction.

Completion of the Selway Falls fishway near Kooskia, Idaho, has been delayed because of serious flood damage to the project late in the spring of 1964. Inundation of the fishway site delayed inspection of damage to the facility until July 1964. Efforts now are being made to repair the most critical damage with existing funds which had been earmarked for finishing construction of the fishway. Completion and activation of the project will be deferred pending appropriation of funds for that purpose. All stream improvement is being executed by contract with the Idaho Department of Fish and Game.

State of Oregon: Fishway construction in Oregon in fiscal year 1964 moved ahead at a rapid pace with the following fish ladders completed by the Fish Commission of Oregon:

Facility:	Amount
Barth Falls fishway, Astoria, Oreg	$6,000
Three-Mile Dam fishway, Umatilla, Oreg	85,000
Wiley Creek fishway, Lebanon, Oreg	35,000
Plympton Creek rapids correction, Westport, Oreg	10,000

All of these facilities now are in operation and are passing upstream migrant fish successfully.

The structural design of the two Willamette Falls fishways for adult salmon passage near Portland, Oreg., is now underway ($103,000). The legal problem regarding this project has now been resolved by the issuance of a Federal Power Commission order designating that the industrial water users will be responsible for 16.3 percent of the cost of construction of these facilities.

State of Washington: Four aditional fishways ($40,000) on the Klickitat River, near Bingen, Wash., have been finished. This completes the stream improvement on this river, making available over 100 miles of excellent spawning and rearing area to salmon and steelhead trout. Heavy planting of fish is being made into this area to bolster the establishment of a sizable salmon run.

Repairs to the Kalama Falls fishway facilities ($60,000), near Longview, Wash., are underway. This structure was severely damaged by logs during the Columbus Day hurricane in 1962. Structural designs for the Pioneer Dam fishway, Wenatchee, Wash.; Zosel Dam fish ladder, Oroville, Wash.; and Tumwater Dam fishway, Leavenworth, Wash., have been completed. Construction at all of these locations is scheduled in the fall of 1964 by the Washington Department of Fisheries.

Hatchery facilities

State of Oregon: Thirty-six new rearing ponds have been finished and placed into production at the Eagle Creek National Fish Hatchery at Estacada, Oreg. ($250,000). These new ponds are currently being used to rear 2 million salmon.

A new residence ($20,000) and a permanent fish diversion rack ($65,000) are under construction at the Cascade Hatchery, Cascade Locks, Oreg.

Management techniques

The Columbia River salmon and steelhead runs sustain valuable commercial and sport fisheries along the Pacific coast and in the Columbia River Basin. The development of these runs, in the face of greatly reduced natural habitat, changes in environment, and impediments to migration, is dependent upon utilizing remaining natural habitat and artificial propagation facilities in the most efficient manner possible so that production can be increased. The program for developing better management techniques has been implemented to study ways and means by which present methods of artificial salmon propagation and remaining natural habitat production can be most effectively used.

The program, which is now operated on a contract basis between the Bureau and the fish and game agencies of the States of Idaho, Oregon, and Washington, was started in fiscal year 1960. There were 17, 28, and 30 studies underway during fiscal years 1961, 1962, and 1963, respectively. A 40-percent reduction of funds for fiscal year 1964 required a reappraisal and severe reduction of the projects. Nineteen projects are in operation during fiscal year 1965.

Our present method of marking fish, by the excision of fins, has some serious shortcomings, and affects survival. Consequently, two management technique studies were undertaken to develop new fish marking methods, and under each excellent progress has been made. In one of these, the Fish Commission of Oregon and the Bureau have been testing the use of tetracycline antibiotics for marking hatchery-reared salmon. The studies have shown that the feeding of tetracycline to young salmon results in the incorporation of a fluorescent material at the growing surface of the bones. The resulting mark is detectable by a fluorescent microscope. A study of 5-inch silver salmon fed this antibiotic, then released from the hatchery and eventually examined as adult fish at a size of 10 pounds, confirmed the permanence and easy detection of this mark. A million fish can be marked with tetracycline antibiotics at a cost of only $400. Our current method of fin excision costs approximately $9,000 per million fish. Clearance by the Food and Drug Administration will be necessary before tetracycline can be used on a production basis. We are now securing the required biolchemical information for final clearance.

In the second marking study, the Washington Department of Fisheries has developed a wire-tagging machine which automatically cuts tiny color-coded wire

into ¼-inch lengths and inserts them into the head cartilage of a fish. The wire is magnetized and can be detected by the use of a newly developed detecting instrument. Patents have been obtained on the tagging machine and detector. The method is being field tested by the release of 300,000 wire-tagged salmon. After spending 2 years at sea, these fish will be examined for tag retention at the hatchery of their origin. If no significant loss of tags is discovered, this marking technique will be ready for operational use. This method of fish identification will be particularly valuable in marking adult fish and wild juveniles where feeding antibiotics would be impossible.

Another highlight of the management techniques program includes the Oregon Game Commission's work on Clear Creek near John Day, Oreg. Many miles of this stream had been destroyed as a suitable spawning and rearing habitat because of removal of gravel from the channel by mining dredges. The streambed was rejuvenated by replacing gravel and loosening compacted riffle areas. Over 80 percent of the fish used these sections for spawning following alteration. This tcehnique will be used in other streams in the Columbia River Basin that contain similar below-par habitat.

The University of Idaho's search for a toxin that will kill predator fish but not salmon or trout has made good progress. One chemical shows promise for use as a toxin to eliminate small squawfish. The university plans to complete this work in fiscal year 1966.

Personnel of the Fish Commission of Oregon, the Washington Department of Fisheries, the Washington Department of Game, and the Bureau of Sport Fisheries and Wildlife are investigating the use of spawning channels and natural rearing impoundments as a means of propagation because of lost spawning areas and as a supplement to our hatchery progagation efforts. Spawning channels and natural rearing results are being compared with the survival from other means of artificial propagation. Five of the sixteen studies scheduled for fiscal year 1966 will be completed during the same year.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Decrease (+) or increase (−)
Program and financing:				
Total obligations	$4,533,760	$9,518,364	$1,405,000	−$8,113,364
Unobligated balance brought forward	−4,164,124	−4,730,364		+4,730,364
Unobligated balance carried forward	4,730,364			
Appropriation	5,100,000	4,788,000	1,405,000	−3,383,000
Obligations by objects:				
11 Personnel compensation	117,975	147,000	64,000	−83,000
12 Personnel benefits	7,969	9,000	5,000	−4,000
21 Travel and transportation of persons	25,035	24,000	16,000	−8,000
22 Transportation of things	2,277	2,000		−2,000
23 Rent, communications, and utilities	15,570	20,000	19,000	−1,000
24 Printing and reproduction	2,147	1,000	1,000	
25 Other services	802,818	897,364	256,000	−641,364
26 Supplies and materials	29,788	52,000	12,000	−40,000
31 Equipment	1,277,903	2,501,000	796,000	−1,705,000
32 Lands and structures	2,252,278	5,865,000	236,000	−5,629,000
Total obligations	4,533,760	9,518,364	1,405,000	−8,113,364

EXPLORATORY FISHING VESSEL

Chairman HAYDEN. Would you please describe briefly the construction which you propose in the coming fiscal year?

Mr. MCKERNAN. Mr. Chairman, we propose a $650,000 item for the second phase in the construction of the replacement for the vessel *Oregon*, which will be used in the gulf and Caribbean area. We came in last year and got money for the first phase of the construction.

WILFORD, CONN., SHELLFISHERIES RESEARCH CENTER

We also propose a $95,000 item for the construction, second phase, of the Shellfisheries Research Center at Milford, Conn. This $95,000 will provide some additional construction money for such items as asphalt platforms, piping, and installation of Fiberglas tanks, and allow us to provide special equipment for this Laboratory.

SEATTLE, WASH., TECHNOLOGICAL RESEARCH LABORATORY

We propose budgeted $80,000 for technological equipment for our new Research Laboratory in Seattle, Wash. Included are analytical equipment and instrumentation items as well as service equipment.

WOOD'S HOLE, MASS., RESEARCH LABORATORY

We have included $100,000 for improvements at our research facilities at Wood's Hole, Mass. We want to strengthen the one part of the second floor because our library is getting loaded with very valuable references, and tests that we have made on the structure indicate that perhaps some strengthening will be necessary sometime in the future.

RESEARCH VESSEL, GEORGE B. KELEY

We are asking for $40,000 for the expansion of laboratory facilities on research vessel *George B. Keley*, which we acquired from the Navy, I believe. We haven't done much to convert it along the lines of a research vessel. It is almost as it was when we got it. So we are asking $40,000 to provide better research facilities.

LAND ACQUISITION, AUKE BAY, ALASKA

We are asking for $15,000 for the acquisition of land in Alaska. The land upon which our very excellent Laboratory is situated is limited, and we need some storage buildings. This land is available adjacent to the Laboratory. So we wish to purchase it for the ultimate construction of these storage facilities.

COLUMBIA RIVER FISHERY FACILITIES

In the Columbia River, Mr. Chairman, we have asked for $425,000, which is a decrease of $163,000 from 1965. These funds will provide generally for studies in management techniques, stream improvement, and program supervision and engineering.

We follow the course of construction of fishery facilities on private and Federal installations to make sure that adequate fishery facilities are provided at these installations.

Chairman HAYDEN. Who is the present owner of the 3-acre area adjacent to the Auke Bay Laboratory site which you desire to acquire?

Mr. MCKERNAN. I do not have that information with me, Mr. Chairman, but I will be glad to find out and supply it for the record.

(The information referred to follows:)

There are several tracts of land in the vicinity of the Auke Bay, Alaska, laboratory that would be suitable for the laboratory needs. A tract adjacent to the laboratory site is owned by a Mr. George Pierce. Other tracts in the vicinity of the laboratory are owned by Margaret I. Griffiths, Donald B. Bedford, Roy L. Swanson, and John S. Hellenthal.

Alaska Earthquake Damage

Chairman Hayden. What is the status of the repairs made necessary by the earthquake damage last year in Alaska?

Mr. McKernan. These are underway, Mr. Chairman, but they have not been completed at the present time, except for the repairs made to our biological research station at Kositsna Bay.

Columbia River Fishery Facilities

Chairman Hayden. I note under the construction item for Columbia River fishery facilities that there are four studies to be accomplished but that agencies in the areas in which they are to be done have not been selected. Do you care to comment on these items?

Mr. McKernan. Yes, Mr. Chairman. One study is for the recirculation of water for holding salmon. We want to improve the general conditions within hatcheries and attempt to increase the survival rate, Mr. Chairman. Since the preparation of the budget, the Abernathy National Fish Hatchery of the Bureau of Sport Fisheries and Wildlife, located on Abernathy Creek, State of Washington, has been selected as the location for this study due to its special facilities and water supply required for this type of work.

There has been, since the beginning of artificial propagation of salmon, a problem in the survival of hatchery-reared fish. A good deal of research has been done in various areas, such as developing new diets and new ways of holding the fish. This particular study is simply an effort to advance our knowledge in the artificial propagation of salmon.

By the way, for perhaps the first time in some years, it looks to me as though there have been some significant breakthroughs in hatchery management which are providing, for me at least, renewed confidence that we are going to be able to efficiently and economically artificially rear salmon in great quantities.

We are studying the results of our hatchery program in the Columbia River, and, because of the research that has been going on for some years, it seems to me that very important results are coming forth which will allow us to further improve our management practices.

The second project is the incubation of salmon eggs in gravel. We are, in a sense, going back to nature and seeing whether or not there are some ways to improve the survival rate and vigor of young fish. The Washington State Department of Fisheries will perform this study at their Grays River Hatchery.

For the third study we want to introduce young salmon into impoundments above dams to study the feasibility of stocking young salmon in the areas closed as natural migration routes. The work will probably be performed by State agencies of either Oregon or Washington.

Fish Passage

Our knowledge of fish passage up over high dams is such that we are beginning to believe that we may be able to economically bring fish back down from some of them. We are thinking, for the future, of reintroducing salmon into some of the areas which have been closed for years, such as above Roosevelt Dam on the Upper Columbia River. This dam used to be called Grand Coulee.

We think that our techniques are developing sufficiently so that this may be feasible in the future, and we may be able to reutilize much of this water which has been closed to salmon through dam construction.

IDENTIFYING FISH

The fourth project is to improve our way of identifying fish. In other words, if we are going to evaluate hatchery production, we must develop effective and efficient ways of marking the young fish produced at the hatcheries so that they can be identified as adults. We have found that certain drugs which are harmless to humans can be used to make marks on the scales of salmon.

Tetracycline is one of these chemicals. We are seeking clearance from the Food and Drug Administration to use that particular drug. This puts a very distinct mark on the salmon scales so that if one of these salmon is found at sea it can be determined precisely where it came from and the time it was released as a very small fingerling. Most of this work will probably be conducted by the Bureau at our Seattle Laboratory in cooperation with the Oregon Fish Commission.

WILLAMETTE FALLS FISHWAY PROJECTS

Chairman HAYDEN. The Senators from the States of Washington, Oregon, and Alaska have written me with regard to the desirability of constructing a fishway at Willamette Falls. I will include their letter in the record.

(The letter referred to follows:)

U.S. SENATE,
Washington, D.C., February 24, 1965.

Hon. CARL HAYDEN,
Senate Appropriations Interior and Related Agencies Subcommittee, New Senate Office Building, Washington, D.C.

MY DEAR MR. CHAIRMAN: We are writing to tell you of our own deep concern over the adequacy of funding for the Willamette Falls fishway project. This undertaking is essential to provide salmon with adequate passage upstream past the large falls located on the river near the vicinity of Oregon City.

Completion of the fishway project will yield very substantial benefits to the fisheries resources of the Greater Pacific Northwest including Alaska. These benefits would accrue from commercial and sport harvests of migratory salmon and steelhead in the Columbia River and in the Pacific Ocean from northern California to Alaska.

A total of 40,000 to 60,000 salmon and steelhead are able to ascend the antiquated fish ladder now located at the falls. New fish passage facilities could increase existing runs by nearly 150,000. In addition, these new facilities eventually can develop a run of approximately 100,000 fall Chinook salmon.

This has become a matter of a special urgency in view of the recent floods in the Pacific Northwest. The record flow in the Willamette River seriously damaged the existing runs of salmon and steelhead that had already passed upstream to spawn.

Allow us to point out that the runs of fish in the Willamette River can neither be readily restored nor developed further unless reliable facilities for passing them upstream at Willamette Falls are installed.

We should deeply appreciate your determining the amount that the U.S. Fish and Wildlife Service can efficiently use on this worthwhile undertaking during fiscal year 1966, and your giving this amount the earnest and sympathetic consideration that, we are sure you will agree, it merits.

With high regards, we remain,

Sincerely,

WARREN G. MAGNUSON, *U.S. Senator.*
WAYNE MORSE, *U.S. Senator.*
HENRY M. JACKSON, *U.S. Senator.*
E. L. BARTLETT, *U.S. Senator.*
MAURINE B. NEUBERGER, *U.S. Senator.*

FISHWAY CONSTRUCTION

Chairman HAYDEN. If you had the funds, are you prepared to proceed with the construction of this project in the coming fiscal year?

Mr. MCKERNAN. Yes, Mr. Chairman. For years the fisheries agencies, both of the States as well as the Federal Government, have realized the desirability of improving the fish passage facilities at Willamette Falls on the Willamette River just above Portland. However, we have had difficulty in straightening out the legal problems involved.

This is a highly industrialized area, and there are industrial plants on both sides of the dam. We had to get water for the fishway, and we had to make arrangements for the companies that are utilizing the water from the dam to pay part of the costs. We have finally straightened these things out, and we are ready to initiate construction of these particular fishways.

Our current budget does not include any funds for that purpose. I presume that the requests by the Senators you mentioned would call for at least starting the construction of the Willamette Falls fishways.

Chairman HAYDEN. Would you please insert in the record a descriptive statement, including the amounts needed for the construction work?

Mr. MCKERNAN. Yes, Mr. Chairman.

(The letter and statement referred to follow:)

WILLAMETTE FALLS

Williamette Falls is located on the Willamette River, approximately 26 miles above its point of juncture with the Columbia River near Portland, Oreg. The falls is a horseshoe-shaped basaltic outcropping in the vicinity of Oregon City and is bordered on both sides of the river by a complex of industries, including paper companies, and power generating facilities. The falls has been increased in height a few feet by a cement wall or dam at its crest for industrial purposes. On the left bank of the river there is an embayment, or cul-de-sac, into which water from a portion of the industrial companies is discharged.

Runs of spring Chinook salmon, steelhead, and silver salmon enter the Willamette River. In 1904, a fishway was constructed at the falls. However, it is an old and inefficient structure and does not function well a large part of the time. Only during certain water conditions are fish able to locate and ascend the existing fishway. At times of high flow, it is extremely difficult for fish to find the structure, and during low flow access is virtually impossible. In addition, fish are attracted to the cul-de-sac area and are unable to pass upstream.

The proposed fishway development at Willamette Falls consists of a pool type, cement reinforced ladder with a sheer plane at the top to accommodate high flows. The ladder will vary in width from 8 to 16 feet and the individual pools, of which there are 154, will vary in length from 10 to 15 feet. There will be two entrances to the fishway located in the horseshoe area of the falls and an attraction and collection system for fish in the cul-de-sac area. Total length of the fishway will be about 2,350 feet. The fishway from the falls area and the fishway from the cul-de-sac area will join in a common upstream exit. The total cost of the fishway is estimated at approximately $1,900,000, of which the industrial companies will contribute approximately $300,000. The Federal share, then, would be about $1,600,000.

Present runs which pass above the falls average about 40,000 to 60,000 fish annually. Of these, the spring Chinook salmon is the dominant species. The provision of adequate fishways at the falls would allow for full development and use of several hundred miles of natural stream production areas which lie upstream in the 10,000-square-mile watershed drainage. It is anticipated that the existing run could be increased to nearly three times its present size. In addition, efforts are underway to develop a run of fall Chinook salmon in the Willamette River, and with suitable facilities for passing these fish upstream it is anticipated that an annual run over the falls of approximately 100,000 fish could be developed. Substantial benefits to commercial and sport fisheries would

accrue from resultant harvests in the Columbia and Willamette Rivers, and in the Pacific Ocean from northern California to Alaska. The estimated benefit to the fisheries with full development of the runs is estimated at $3,833,000 annually.

CONSTRUCTION OF FISHING VESSELS

Chairman HAYDEN. For construction of fishing vessels in fiscal year 1966, you ask $5 million, an increase of $2.5 million over the 1965 appropriation. The justification for this estimate will be placed in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The act of June 12, 1960, authorized the payment of construction differential subsidies for fishing vessels constructed under certain very restrictive conditions. The authority to accept applications under that program expired on June 12, 1963. Public Law 88-498 approved August 30, 1964, extends the date for the acceptance of applications to June 30, 1969, extends coverage to the entire commercial fishing industry, authorizes the appropriation of $10 million annually for the program, and provides for the payment of construction differential subsidies equal to the difference in the cost of construction of a fishing vessel in a foreign shipyard and in a domestic shipyard with a miximum of 50 percent of the domestic cost. The vessels to be constructed under this program must be of modern design to enable them to be used for fishing in expanded areas and with newly designed types of gear. The vessels may not operate in a fishery if such would cause economic hardship to efficient vessel operators already operating in that fishery. The vessel's plans and specifications must be approved and construction supervised by the Maritime Administrator. The cost differential will be determined by the Maritime Administrator.

Activity under this program in the fiscal year 1964 was limited to the processing of subsidy applications received prior to June 12, 1963, and the payment of subsidies on approved applications. Funds in the amount of $2,500,000 were provided in the Supplemental Appropriation Act, 1965, to finance the program authorized by Public Law 88-498. The regulations governing the payment of these subsidies were published in the Federal Register on December 2, 1964, and applications are now being accepted. It is expected that more than 100 subsidy applications will be received and that about 30 applications will be approved before the end of fiscal year 1965. It is anticipated that 100 eligible applications will be received annually beginning with the fiscal year 1966.

Appropriation, 1964 (total available)	$750,000
Appropriation, 1965	
Supplemental appropriation, 1965 (total available)	2,500,000

SUMMARY OF INCREASES AND DECREASES, 1966

Subsidy payments: Program expansion, first full year of operation under current authorization	+$2,375,000
Program administration: To administer expanded program	+125,000
Net increase, 1966	+2,500,000
Budget estimate, 1966	5,000,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. Subsidy payments	$402,802	$2,250,000			$2,250,000
2. Program administration	78,004	250,000			250,000
Unobligated balance lapsing	269,194				
Total	750,000	2,500,000			2,500,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
1. Subsidy payments	$402,802	$2,250,000	$4,625,000	+$2,375,000
2. Program administration	78,004	250,000	375,000	+125,000
Unobligated balance lapsing	269,194			
Total	750,000	2,500,000	5,000,000	+2,500,000

1. Subsidy payments

The estimate of $4,625,000 is an increase of $2,375,000 over 1965, to provide for continuation of the expanded program authorized by the Fishing Fleet Improvement Act of 1964, Public Law 88–498, that was initiated during the fiscal year 1965.

Need for increase.—It is anticipated that the number of subsidy applications approved in the fiscal year 1966 will be more than double the number approved in the fiscal year 1965; this is due primarily to (1) the liberalized program will be in operation for a full year, compared to approximately 7 months of operation in the fiscal year 1965, (2) the backlog of applications received in the fiscal year 1965, on which action will not be completed before July 1, 1965, and (3) the widespread interest in the program, indicated by the fact that, through December 1964, more than 300 requests were received for information concerning the program and applications for subsidies under the program. It is expected that about 100 eligible applications will be received in the fiscal year 1966. This proposed level of operation is consistent with the intent of the authorizing legislation, Public Law 88–498, which includes authorization for appropriations of not more than $10 million annually; and the urgent need for modernization of the U.S. fishing fleet. The fishing vessel construction differential subsidy program can play an important role in improving the competitive position of the fishing industry. The domestic industry is at a disadvantage in world competition because of the fact that, by law, it must utilize domestically produced vessels which cost substantially more than those constructed in other nations.

2. Program administration

The estimate of $375,000 is an increase of $125,000 over 1965, to provide for administration of the expanded program.

Need for increase.—The level of funding required for this activity is dependent upon the level of operations under the subsidy payments activity. The increase requested is necessary for the administration of the expanded subsidy program proposed for the fiscal year. 1966. Of the $375,000 requested, approximately $300,000 is for payment to the Maritime Administration for reimbursable work to be performed by that agency and for the services of examiners to conduct hearings required by the Administrative Procedure Act. The remaining $75,000 is for services to be performed by the Bureau.

Plan of work.—To provide for the payment of subsidies under the fishing vessel construction differential subsidy program authorized by the act of June 12, 1960, as amended by the act of August 30, 1964. The funds requested will provide subsidies for approximately 50 fishing vessels of various types and sizes.

The Maritime Administrator will determine the cost differential between construction in domestic and foreign shipyards. The subsidy may not exceed 50

percent of the actual cost of domestic construction. The Maritime Administrator will also be responsible for obtaining approval of the plans by the Defense Department and supervising construction. These services will be furnished on a reimbursable basis.

The services to be performed by the Bureau include the conduct of investigations to determine the eligibility of applicants under the program, whether the applicant possesses the ability, experience, and resources necessary for satisfactory operation; the conduct of hearings prior to approval of applications; and the general administrative expenses that are inherent in a program of this type.

Itemization of estimate

		Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:					
Total obligations		$480,807	$2,500,000	$5,000,000	+$2,500,000
Unobligated balance lapsing		269,193			
Appropriation		750,000	2,500,000	5,000,000	+2,500,000
Obligations by objects:					
11	Personnel compensation	21,922	48,000	75,000	+27,000
12	Personnel benefits	1,368	3,000	5,000	+2,000
21	Travel and transportation of persons	1,611	10,000	10,000	
23	Rent, communications, and utilities	1,896	5,000	5,000	
24	Printing and reproduction	115	2,000	2,000	
25.1	Other services	908	1,000	1,000	
25.2	Services of other agencies	50,000	175,000	275,000	+100,000
26	Supplies and materials	146	3,000	1,000	−2,000
31	Equipment	39	3,000	1,000	−2,000
41	Grants, subsidies, and contributions	402,802	2,250,000	4,625,000	+2,375,000
	Total obligations	480,807	2,500,000	5,000,000	+2,500,000

DISPOSITION OF FUNDS APPROPRIATED IN FISCAL YEAR 1965

Chairman HAYDEN. In an act approved last October 7, $2,500,000 was made available to you for this purpose. Would you advise the committee of the disposition of this money?

Mr. MCKERNAN. Yes, Mr. Chairman. We have received approximately 20 applications for about $3 million at the present time, and we have held four hearings, as required by law, all of them uncontested. The hearing examiner has recommended approval of construction subsidies for these four vessels. Nine more hearings are scheduled for March.

There is some question whether we will be able to use all of the $2.5 million by the end of this fiscal year principally because of delays by architects in the detailed plans of the vessels. At present, our best estimate is that seven cases will be obligated this fiscal year, amounting to approximately $1.5 million, although this figure can vary considerably, depending on the bids received and the determination of foreign costs. If plans are completed on other vessels within the next 3 weeks, these may also be obligated this fiscal year.

THE 1966 BUDGET REQUEST

Chairman HAYDEN. Also, would you please discuss the program which you expect to achieve with the $5 million which you request for fiscal year 1966.

Mr. MCKERNAN. Yes, Mr. Chairman. For fiscal year 1966, we anticipate that there will be 100 eligible applications received and that we will be able to process most of these although a number of them will not be completed until 1967. We anticipate that we will have funds for about 50 applications in fiscal year 1966 for new fishing vessels in the American fishing fleet.

FEDERAL AID FOR COMMERCIAL FISHERIES RESEARCH AND DEVELOPMENT

Chairman HAYDEN. For Federal aid for commercial fisheries research and development in fiscal year 1966, your budget estimate is $2 million to finance the program authorized by section 4(a) of the Commercial Fisheries Research and Development Act of 1964. The justification for this estimate will be included in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

Funds are requested under this heading to initiate the program authorized by section 4(a) of the Commercial Fisheries Research and Development Act of 1964 (78 Stat. 197). The purpose of the programs authorized by the act is to stimulate research and development projects by the several States in the development of the Nation's commercial fisheries on a matching fund basis, with Federal funding of up to 75 percent of the cost, through a coordinated aid program; to assist in the reestablishment of a commercial fishery that has failed due to a resource disaster arising from natural or undetermined causes; to assist in the development of new commercial fisheries; and for other purposes.

The act authorizes appropriation of $5 million annually, beginning with the next fiscal year after enactment of the act (fiscal year 1965) and for four succeeding fiscal years, to carry out the provisions of section 4(a). Appropriation of funds for the purposes of other sections of the act for the same 5-year period is also authorized.

The sum of $400,000 was included in the fiscal year 1965 "Management and investigations of resources" appropriation for use, pursuant to section 4(b) of the act, for a fishery resource disaster aid program.

The funds requested for fiscal 1966 are for apportionment among the States, pursuant to section 4(a) of the act for the conduct of approved projects designed to foster research and development of the commercial fisheries of the Nation by the States with the assistance and cooperation of the Bureau. Projects approved for funding must be directed toward an improvement of the economic health of the domestic commercial fishery industry. Apportionment among the States and areas of the funds requested for that purpose would be made in accordance with the attached allocation table.

Calculated apportionment of funds under the Commercial Fisheries Research and Development Act of 1964 (Public Law 88-309)

[Dollar amounts in thousands]

State or area	Average value of raw fish harvested, 1961-63 [1]	Average value of manufactured products, 1961-63 [2]	Average value of landings and manufactured products, 1961-63		Allocations of funds to States [3]
	Dollars	*Dollars*	*Dollars*	*Percent*	*Dollars*
Alabama	3,665	6,922	10,587	0.82	18.7
Alaska	49,805	108,154	157,959	12.17	114.0
Arizona	6				9.5
Arkansas	601		601	.05	9.5
California	53,513	175,366	228,879	17.64	114.0
Colorado	1		1		9.5
Connecticut	1,216	725	1,941	.15	9.5
Delaware	2,740	7,423	10,163	.78	18.0
Florida	29,537	38,495	68,032	5.24	114.0
Georgia	3,395	21,428	24,823	1.91	43.8
Hawaii	2,799	6,388	9,187	.71	16.2
Idaho	77		77	.01	9.5
Illinois	662	5,732	6,394	.49	11.3
Indiana	62		62	.01	9.5
Iowa	215	739	954	.07	9.5
Kansas	9			.02	9.5
Kentucky	372			.06	9.5
Louisiana	29,434	46,587	76,021	5.86	114.0
Maine	20,203	38,312	58,515	4.51	103.3
Maryland	11,817	35,605	47,422	3.66	83.8
Massachusetts	39,466	77,926	117,392	9.05	114.0
Michigan	2,578	4,069	6,647	.51	11.7
Minnesota	804	780	1,584	.12	9.5
Mississippi	8,390	25,492	33,882	2.61	59.8
Missouri	36			.29	9.5
Montana	14		14		9.5
Nebraska	39			.01	9.5
Nevada					9.5
New Hampshire	423	542	965	.07	9.5
New Jersey	11,064	32,884	43,948	3.39	77.6
New Mexico	8		8		9.5
New York	9,812	37,088	46,900	3.61	82.8
North Carolina	6,824	6,911	13,735	1.06	24.3
North Dakota	28				9.5
Ohio	1,229	10,759	11,988	.92	21.2
Oklahoma	52	33	85	.01	9.5
Oregon	7,344	23,695	31,039	2.39	54.8
Pennsylvania	134	14,701	14,835	1.14	26.2
Rhode Island	3,665	3,308	6,973	.54	12.3
South Carolina	3,767	1,906	5,673	.44	10.0
South Dakota	137		137	.01	9.5
Tennessee	1,010			.08	9.5
Texas	28,254	60,062	88,316	6.81	114.0
Utah					9.5
Vermont					9.5
Virginia	21,691	23,726	45,417	3.50	80.2
Washington	19,697	39,698	59,395	4.58	104.9
West Virginia					9.5
Wisconsin	2,132	2,848	4,980	.38	9.5
Wyoming	7		7		9.5
American Samoa				1.04	23.9
Guam	88		88	.01	9.5
Puerto Rico	2,273	39,991	42,264	3.26	74.7
Virgin Islands	117		117	.01	9.5
Total	381,212	916,314	1,297,526	100.00	1,900.0

[1] Ex-vessel value.
[2] Gross amount received by the manufacturer at the point of production.
[3] A maximum of 6 percent and a minimum of ½ of 1 percent are assured under the allocation.

NOTE.—Nevada, Utah, Vermont, and West Virginia have been given a minimum allocation although the Bureau has not conducted fishery statistical surveys of these States and does not have a record of their having commercial fishing or manufacturing. If surveys were conducted it is probable that some commercial fishing or manufacturing would have been found in these States.

Source: U.S. Bureau of Commercial Fisheries, Branch of Fishery Statistics.

Appropriation, 1964	----------
Appropriation, 1965	----------

SUMMARY OF INCREASES AND DECREASES, 1966

Aid to States: To provide initial financing of program authorized by section 4(a) of the act of May 20, 1964, Public Law 88-309	+$1,900,000
Program administration: To provide technical administration and facilitating services required for the new program	+100,000
Net increase, 1966	2,000,000
Budget estimate, 1966	2,000,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
1. Aid to States	----------	----------	$1,900,000	+$1,900,000
2. Program administration	----------	----------	100,000	+100,000
Total	----------	----------	2,000,000	+2,000,000

1. AID TO STATES

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Research and development	----------	----------	$1,900,000	+$1,900,000
Total	----------	----------	1,900,000	+1,900,000

The estimate of $1,900,000 for this activity is an increase of $1,900,000 over 1965, which is needed to implement the program authorized under section 4(a) of the Commercial Fisheries Research and Development Act of 1964, Public Law 88-309.

Need for increase.—An appropriation of $1,900,000 is needed for apportionment among the States for research and development projects subject to regulations issued by the Secretary of the Interior under section 8 of Public Law 88-309.

Except in a few cases, the management and control of the Nation's fishery resources lies with the individual States. Each State government promulgates its own legislation in this field and appropriates funds for the work. This results in a wide variation in the conservation effort from State to State with even greater variations in the effectiveness of the management achieved by them. Detailed studies made by the State fishery agencies, and reviewed by the Fish and Wildlife Service, show the inadequacy of the fishery programs now being carried on.

In the field of resource research, significant knowledge is available for only a few of the most important commercial fishes. Knowledge about other fishes now caught commercially is fragmentary, as is our knowledge of the many fishes of potential value which are not now fished at all. A large number of our States, particularly along the seacoasts and the Great Lakes, have well-established fishery organizations which would be capable of expansion if funds were made available. In fact, many of the State fishery laboratories have fully formulated research plans which need only funding to be put into action.

Another area in which additional effort is needed to improve fishery programs is in the collection, evaluation, and dissemination of statistics. The Bureau now depends to a large extent upon the individual States for the collection and processing of fishery statistics and is aware of a lack of uniformity in the process

from State to State as well as of a universal lack of depth and scope of the collection target. The collection of statistics is now generally oriented toward the immediate needs of the industry and the needs of resource management, leaving largely unsupported the important area of economic analysis of root problems of the fishing industry.

Federal support of State statistical data collection programs would greatly accelerate the trend toward uniformity, thereby making more useful the information collected. It would also make possible the extension of effective statisical programs to permit research in the field of fishery economics. The fact that the individual fisheries extend across State lines and even to foreign shores creates the need for Federal guidance and coordination in statistical programs.

The Federal aid proposed would strengthen materially the work now being done in the development of new products, more efficient processing, better methods of distribution, and improved standards of sanitation and quality. Some of the States now do work in these areas but, countrywide, there is much more that could and should be done.

The deficiency which exists needs to be filled soon in the light of rapidly changing world fishery conditions and the loss of U.S. leadership in the fisheries field.

Plan of work.—These funds would be used to finance, on a cost-sharing basis, the large numbers of research and development projects which the States have in their files. The program provides for financing by the Federal Government of up to 75 percent of project costs. State budgets have been grossly inadequate to cope with the many problems which are their primary responsibility. These State projects will complement the research programs of the Federal Government and will increase the total fishery research effort of the United States.

The $1,900,000 will be apportioned among the States on a basis determined by the ratio which the average of the value of raw fish harvested by domestic commercial fishermen and received within the State (regardless where caught) for the three most recent calendar years for which data satisfactory to the Secretary of the Interior are available plus the average of the value to the manufacturer of manufactured and processed fishery merchandise manufactured within each State for the three most recent calendar years for which data satisfactory to the Secretary of the Interior are available, bears to the total average value of raw fish harvested by domestic commercial fishermen and received within the States (regardless where caught) and fishery merchandise manufactured and processed within the States for the three most recent calendar years for which data satisfactory to the Secretary of the Interior are available. No State may receive an apportionment for any fiscal year of less than one-half of 1 percent of funds or more than 6 percent of the funds.

So much of any apportionment for any fiscal year which is not obligated during any year remains available for obligation to carry out the purposes of this act until the close of the succeeding fiscal year, and if unobligated at the end of that year, the sum is returned to the Treasury.

It is only by the accumulation of a fund of information on life histories, vital statistics, effects of catch, effects of environment, etc., that the States can intelligently formulate the regulations for full and effective utilization of their commercial fishery resources.

Continuing progress in the production of knowledge should bring us closer to the ultimate objective, which is the management and use of these fishery resources in a way that will provide maximum benefits for the people of the States.

In addition to these direct benefits, there would be important side effects on our international fishery negotiations. Most of our international treaties require a basis of scientific fact to support positive actions favorable to U.S. fisheries. Much of the information needed can be obtained through augmented State research on the species which spend a part of their life cycle in State waters.

2. PROGRAM ADMINISTRATION

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
(a) Technical administration			$85,000	+$85,000
(b) Facilitating services			15,000	+15,000
Total			100,000	+100,000

It was indicated in the departmental report of January 8, 1964, on S. 627, that approximately $400,000 would be required annually for expenses of program administration, investigation, facilitating services, and execution of the legislation, based on a $5,500,000 program. The $100,000 estimate is to provide these services for a $1,900,000 program.

(a) *Technical administration*

An appropriation of $85,000 is needed to provide for the technical administration required for the effective and efficient conduct of the proposed commercial fisheries research and development program.

Need for increase.—The $85,000 is to provide for salaries and general expenses of seven professional personnel and clerical assistance needed to investigate and evaluate project proposals and other requests for aid received from the States and to recommend such action as may be appropriate in each case, under the terms of the legislation and regulations issued pursuant thereto, as they apply to the approval of requests for aid; and to review approved projects during the course of their prosecution and upon completion to assure compliance from a technical standpoint with approved plans and specifications and to make appropriate recommendations with regard to aid payments under the terms of the legislation and regulations issued pursuant thereto, as they apply to the disbursement of funds. The seven additional positions include two supervisory, three biologists, and two secretarial.

Plan of work.—To provide the technical assistance required for the conduct of the commercial fisheries research and development program in accordance with the provisions of and intent of the authorizing legislation and regulations issued by the Secretary pursuant thereto. Evaluation of project proposals will include consideration of benefits to be derived by the commercial fishing industry; condition of the fishery involved; extent of similar work underway; competence of personnel who will be employed on the project; the probability of success; and the likelihood of results being used by the industry. Consideration will also be given to commercial fisheries research and development programs being conducted by the Federal Government and the several States and financed from other source to insure coordination of and to avoid duplication of effort.

(b) *Facilitating services*

An appropriation of $15,000 is needed to provide the facilitating services required for the effective and efficient conduct of the commercial fisheries research and development program proposed for fiscal year 1966.

Need for increase.—The $15,000 is needed to provide for salaries and general expenses of two administrative positions required to insure proper and adequate administration of the program for the fiscal year, in accordance with the terms of the legislation and regulations issued pursuant thereto. These services include functional-staff work and processing work in connection with budget formulation and execution, financial management, and contract and property management. The additional positions needed are one accounting clerk and one contract assistant.

Plan of work.—To expand existing administrative units at the Bureau headquarters as necessary to provide the business-type services essential to the operation of the program.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations			$2,000,000	+$2,000,000
Appropriation			2,000,000	+2,000,000
Obligations by objects:				
11 Personnel compensation			73,000	+73,000
12 Personnel benefits			5,000	+5,000
21 Travel and transportation of persons			17,000	+17,000
23 Rent, communications, and utilities			2,000	+2,000
24 Printing and reproduction			1,000	+1,000
25 Other services			1,000	+1,000
26 Supplies and materials			1,000	+1,000
31 Equipment				
41 Grants, subsidies, and contributions			1,900,000	+1,900,000
Total obligations			2,000,000	+2,000,000

COOPERATIVE PROGRAMS WITH STATES

Chairman HAYDEN. Would you please outline for the committee what you expect to accomplish with this amount of money?

Mr. MCKERNAN. Mr. Chairman, we have a table which indicates the allocations to the various States with our $2 million request. We intend to work with the fisheries and conservation agencies designated by the Governors of each of these States. We are hopeful we will be able to institute improvements and increases in the commercial fisheries' research and development programs of all our States plus our territories as well.

The act itself calls for $5.5 million a year, and the legislative history is clear that another $400,000 would be necessary to administer the program. Our present budget provides for $2 million. This will get us started and on the way toward the cooperation I mentioned in my introductory remarks.

The States themselves will submit written projects to us, and we will work with them in developing programs which will enmesh with our own programs and enmesh with the programs of adjacent States. We believe that these programs will provide much better coordination than has ever existed before between the Federal Government and the States, and in fact between the States themselves.

We know that the States are enthusiastic about this program, and they are looking forward to its early implementation.

ADEQUACY OF BUDGET REQUEST

Chairman HAYDEN. The material submitted with your justifications shows proposed allocations to the several States ranging from a low of $9,500 to a high of $114,000. Is it your opinion that this is a sufficiently large allotment to accomplish the work envisioned when the Commercial Fisheres Research and Development Act was passed?

Mr. MCKERNAN. No, Mr. Chairman, it doesn't supply enough to fully implement the program we envisioned, but it does make a start.

Chairman HAYDEN. How many applications for assistance do you have on hand at this time?

Mr. MCKERNAN. We have 130 proposals at the present time from a number of States. Many of the States have, in fact, appropriated or

arranged for their own share of this matching fund program. We have a rather detailed program from Alaska for example, and California, Connecticut, Florida, and from many of the Midwestern States as well, anticipating that this program will get underway very soon.

Implementation of Public Law 88-309

Chairman Hayden. There is no budget estimate for additional funds to implement section 4(b) of the act, the one providing a fishery resource disaster aid program for which $400,000 was appropriated in fiscal year 1965. Does this indicate that the Bureau believes that the disasters experienced in the commercial fisheries have been alleviated?

Mr. McKernan. No, Mr. Chairman. This simply indicates that with the general budgetary limitations imposed upon us that we attempted to put the money in the most important places.

There will be a continuing need for resource disaster funds. There are none provided for in the present budget for fiscal year 1966.

Support for Full Appropriation Request

Chairman Hayden. I have received letters on this subject from the Steering Committee of the New York Congressional Delegation and from the Pacific Marine Fisheries Commission. They will be included in the record at this point.

(The letters referred to follow:)

Steering Committee of New York Congressional Delegation,
Washington, D.C., March 1, 1965

Hon. Carl Hayden,
Chairman, Subcommittee on Department of Interior and Related Agencies,
Senate Appropriations Committee,
Old Senate Office Building, Washington, D.C.

Dear Mr. Chairman: We wish to advise you of our support for increase in appropriation for fiscal year 1966 so that New York State might better implement its program for research and development of its commercial fisheries resources.

It is understood the proposed $2 million appropriation would limit New York's share to $82,800; appropriation of the fully authorized $5,500,000 amount would, with an allocation of $219,500 to the State, allow it to go forward with a prepared program to include matching funds from the State.

The annual catch of our marine fisheries in New York has an important bearing on the State's economy. Programs have been introduced there to strengthen the management and administration of our marine fisheries. An increased appropriation will assist our State and others similarly situated to carry on at an optimum the areas of research and development that cut across State lines.

Your consideration of these views in your deliberations on this matter is requested.

Yours very truly,

Emanuel Celler, *Chairman.*
Senator Jacob K. Javits.
Senator Robert F. Kennedy.
Representative James J. Delaney.
Representative Leo W. O'Brien.
Representative Thaddeus J. Dulski.
Representative Seymour Halpern.
Representative Samuel S. Stratton.
Representative Carleton J. King.

PACIFIC MARINE FISHERIES COMMISSION,
Portland, Oreg., January 14, 1965.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR SENATOR HAYDEN: The Commercial Fisheries Research and Development Act of 1964, Public Law 88–309, became law on May 20, 1964, after a long and arduous legislative process which began in the 86th Congress in 1960. To date, nearly 8 months after the act has become law, there still have been no funds appropriated for the principal parts of the act, research and development. Many of the States have had projects planned for participation in this act for some time. They are anxiously awaiting the appropriation of funds for the act so that they may proceed to implement much needed research and development programs.

Your assistance in securing a supplemental appropriation for this act in fiscal 1965 and the full appropriation of $5 million in fiscal 1966 will be greatly appreciated.

I would also recommend that Public Law 88–309 be amended to extend its duration to 5 years from the date on which Federal money for research and development is first available instead of 5 years from the date of its passage (May 20, 1964).

Enclosed is a copy of Resolution 12 which was adopted by the Pacific Marine Fisheries Commission on November 20, 1964, at its annual meeting in San Francisco.

Yours truly,

LEON A. VERHOEVEN,
Executive Director.

PACIFIC MARINE FISHERIES COMMISSION RESOLUTION 12 RE PUBLIC LAW 88–309

Whereas there is great need for research and development in the fishing industry; and be it

Resolved, That funds be appropriated by Congress as soon as possible to carry out needed research and development under the recently passed Research and Development Act (Public Law 88–309), and that the Federal Government give full support to the various State agencies involved in their request for funds to match State funds, and that the State programs be expedited as quickly as possible.

NOVEMBER 20, 1964.

AID TO COMMERCIAL FISHERIES THROUGH PUBLIC LAW 88–309

Chairman HAYDEN. Senator Proxmire has asked me to present two questions pertaining to commercial fisheries. I will place them in the record, and ask that you provide responses.

Mr. MCKERNAN. We will be glad to do that.

(The questions and answers follow:)

Question. I have received inquiries within the last 2 weeks concerning the use of resource disaster funds under section 4(b) of Public Law 88–309, the Commercial Fisheries Research and Development Act of 1964. Although funds made available under this section were intended to reimburse the commercial fishing industry for losses sustained due to a botulism outbreak, resource disasters have also taken place due to the near extinction of the Lake Superior lake trout through sea lamprey depredation as well as a failure of the annual lake herring harvest because of undetermined causes. Are any funds being allotted to aid the commercial fishermen who have suffered because of these disasters? Is such a step under consideration? If not, what else is the Department doing to correct the situation?

Answer. The $400,000 appropriated under section 4(b) of Public Law 88–309 for fiscal year 1965 has already been committed to the Great Lakes area following a determination by the Secretary that a resource disaster had occurred. A total of $285,268.21 was used to divert 1,630,274 pounds of frozen chubs which were preventing normal trade operations as a result of the 1963 botulism disaster.

Most of the remaining funds ($114,500) are being allocated to several Midwestern States for contract research directly related to the restoration of the

chub fishery affected by the botulism disaster and to prevent a similar failure of the fishery in the future. The proposed research involves: (1) monitoring of smoked fish processing, distribution, and retailing; and (2) educational activities involving sanitation practices, processing procedures, and handling techniques. Research contracts are being negotiated with the several States in the following amounts: Minnesota, $32,000; Michigan, $32,000; Wisconsin, $32,000; and Illinois, $18,500. We are confident that this research in conjunction with diversion payments will provide a balanced program for the use of section 4(b) funds, and will significantly enhance the future of the industry by improving product quality and consumer confidence.

The President's budget for fiscal year 1966 includes $2 million for implementing section 4(a) of the act. However, no funds are included for a continuation of the programs authorized under section 4(b) or for the implementation of section 4(c).

Inasmuch as section 4(b) funds are not presently available or included in the fiscal year 1966 budget, it does not appear appropriate to make a resource disaster determination for Lake Superior at this time. Furthermore, changing conditions within other segments of the U.S. fishing industry may require a further evaluation of the use of such funds when they do become available. If conditions within a particular industry segment warrant the use of section 4(b) funds, if and when they become available, a resource disaster determination can be made quickly.

It is possible that the State of Wisconsin will submit project proposals under section 4(a), when funded, which will be aimed at the economic problems of Lake Superior. In addition, the Bureau, through its regional office at Ann Arbor, will continue to develop and carry out programs to assist the Lake Superior fishing industry in systematically attacking its basic problems which largely involve changes in resource composition, and the inability to profitably harvest and market the existing stocks of underutilized species. In addition, the Jordan River Federal fish hatchery, recently constructed in the State of Michigan, will produce an estimated 3 million lake trout annually. Approximately 1.5 million lake trout fingerlings from this hatchery are scheduled for release into the Great Lakes during the spring of 1965.

Fish Utilization Plant Near Lynxville, Wis.

Question. In the 1964 Interior appropriation bill, as it passed the Senate, $125,000 was appropriated for planning the development of a commercial "rough" fish utilization plant near the village of Lynxville, Wis., on the upper Mississippi River. Commercial fisheries have shown great interest in the profitable commercial exploitation of the abundant populations of "rough" fish. The $125,000 would have provided for a feasibility study of the commercial utilization of rough fish from the Mississippi River. Has the Department asked any funds for such a project? If not, what other activities is the Department conducting in this area?

Answer. The $125,000 for research on commercial utilization of rough fish in the Mississippi River that was included in the Interior Department and related agencies appropriation bill, 1964, as it passed the Senate was not approved by the conferees and, therefore, not included in the appropriation act. The Bureau's budgets for the fiscal years 1965 and 1966 do not include funds specifically for research on commercial utilization of rough fish in the Mississippi River. The Bureau is not carrying out studies in the Lynxville, Wis., area. Considerable work is underway, however, in South Dakota, Michigan, and Arkansas, which will yield information useful to the utilization of fish from the upper Mississippi.

The research in South Dakota is aimed at developing fishing gear useful in removing rough fish from large river and reservoir systems such as the Missouri and the Mississippi. Work is also underway on the effect of fishing pressures on the stocks of fish. Particular emphasis has been placed on the possibility of increasing the population of desirable species such as catfish and buffalo by fishing down stocks of sheepshead and alewives.

Research has been underway in the reservoirs and rice field areas of Arkansas for several years. Information in technology, gear development, and marketing has been developed which is applicable to the fisheries of the Lynxville area. The technological research has dealt with the development of improved product forms to increase sales of fresh water fish. Particular emphasis has been placed

on smoked buffalo fish. Marketing activities have been aimed at expanding sales of newly developed products as well as older product forms. Gear development activities have stressed finding efficient means to remove fish profitably and through the use of mechanized equipment, from inland waters.

One of the most promising uses of abundant rough fish in our large inland water systems is in animal feed. Two fishmeal plants have been constructed by the industry in Michigan with the technical advice of the Bureau.

Many of the problems encountered in the manufacture of fishmeal, pet food, and mink food are being resolved through these cooperative efforts.

General Administrative Expenses

Chairman Hayden. For fiscal year 1966, the Bureau of Commercial Fisheries proposes an appropriation of $674,000, an increase of $7,000 over the 1965 amount, for general administrative expenses. The justification for this estimate will be included in the record.

(The justification referred to follows:)

Highlight Statement

The purpose of the general administration program financed by this appropriation is to provide the executive direction and the general administrative management required by the operating programs financed by annual definite appropriations. The administrative management activities, divided into the broad categories of functional-staff work and processing work, include budget formulation and execution, finance management, personnel management, inspection, internal audit, management analysis, safety, and contract and property management.

The task of providing for adequate administrative management for new and expanded Bureau programs, without increase in administrative staff, is increasingly difficult. Efforts to improve the efficiency of this function through better manpower utilization and improvement of techniques are being continued.

During the past year, extensive studies were undertaken to ascertain relative priorities of the staffing needs of the various Bureau programs in the interest of manpower conservation. Emphasis on the training and development of available manpower to insure maximum effectiveness was continued, with inauguration of a Bureau training program in supervision. A program designed to equalize employment opportunity for minority group candidates was also initiated. Continuing effort was devoted to the development of improved qualification standards and better classification of professional positions.

The regional and area offices are continuing to develop comprehensive regional and area budget submissions, this insuring maximum utilization of the knowledge and skills of field personnel responsible for program operations, executive direction, and administrative services in the Bureau's financial planning and budget formulation. Efforts to provide management with more timely and more meaningful financial reports are being continued.

During fiscal year 1964, 50 research and development contracts with educational institutions were audited. Approximately 75 research and development contracts are scheduled for audit in fiscal 1965. A comprehensive audit of selected administrative activities, of the Washington office, was also completed in fiscal year 1964. Other audits scheduled for fiscal year 1965 include the region 1 office, Seattle, Wash.; the region 5 office, Juneau, Alaska; the region 4 office, Ann Arbor, Mich.; and the region 6 office, Terminal Island, Calif.

The internal audit program is administered as a recurring review of all Bureau financial management activities accomplished in support of program activities. The primary objective of the internal audit program is implementation of improved or revised procedures leading to increased efficiency and economy.

The major effort of the property management unit continues to be devoted to construction contract administration, execution of research and development contracts with universities and other non-Government groups, and the procurement of specialized scientific equipment.

GENERAL ADMINISTRATIVE EXPENSES

Appropriation, 1964 (total available)	$653,000
Appropriation, 1965	667,000
Pay cost supplemental	37,000
Total available, 1965	704,000

SUMMARY OF INCREASES AND DECREASES, 1966

Regional office expenses: Nonrecurring cost of accounting equipment (net decrease, 1966)	−30,000
Budget estimate, 1966	674,000

Analysis by activities (total funds)

Activity	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
1. Departmental expenses:				
Direct appropriation	$284,975	$305,000	$305,000	
Saltonstall-Kennedy funds	118,321	124,200	124,200	
Reimbursement from the Office of the Commissioner of Fish and Wildlife	8,200	8,200	8,200	
Subtotal	411,496	437,400	437,400	
2. Regional office expenses:				
Direct appropriation	367,096	399,000	369,000	−$30,000
Saltonstall-Kennedy funds	273,187	285,800	285,800	
Great Lakes Fishery Commission (contributed funds)	37,500	39,500	39,500	
Subtotal	677,783	724,300	694,300	−30,000
Total	1,089,279	1,161,700	1,131,700	−30,000
General administrative expenses	652,071	667,000	674,000	+7,000
Saltonstall-Kennedy funds	391,508	410,000	410,000	
Contributed funds	37,500	39,500	39,500	
Reimbursements	8,200	8,200	8,200	
Proposed supplemental due to civilian pay increase		37,000		−37,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
1. Departmental expenses	$284,975	$289,000	$16,000		$305,000
2. Regional office expenses	367,096	378,000	21,000		399,000
Unobligated balance lapsing	929				
Total	653,000	667,000	37,000		704,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
1. Departmental expenses	$284,975	$305,000	$305,000	
2. Regional office expenses	367,096	399,000	369,000	−$30,000
Unobligated balance lapsing	929			
Total	653,000	704,000	674,000	−30,000

The estimate of $674,000 is to provide for executive direction at the Bureau's headquarters and at five regional offices, and for the general administrative services at these offices in connection with programs financed with funds budgeted under annual appropriations. Administrative activities, divided into the broad categories of functional staff work and processing work, include budget formulation and execution, financial management, personnel management, inspection, internal audit, management analysis, safety, and contract and property management. General administrative services for programs financed by the permanent appropriation, "Promote and develop fishery products and research pertaining to American fisheries" and by contributed funds, advances and reimbursements, and transfer funds are financed by assessment against the program funds on the basis of predetermined costs. Facilitating services and use-based charges essential to all Bureau operations are charged to funds available to the Bureau, including those for general administrative expenses on a pro rata basis. Facilitating service costs include charges for office rental, utilities, general supplies, telephone, postage, mail handling, employee training, contractual services, transportation, and other items of a similar nature. Also included are charges made by the Department for legal services, library services, health services, etc. Washington headquarters staff also provides administrative services for the Office of the Commissioner of Fish and Wildlife.

1. Departmental expenses

The estimate of $305,000 is the same as for 1965.

Plan of work.—The Office of the Director will carry out its responsibilities for the formulation and execution of basic policies for carrying out the functions of the Bureau prescribed by Congress and by the Secretary of the Interior, the conducting of relations between the Bureau and the public, and the preparation and development of program objectives and budgets. The Deputy Director shares with the Director the responsibilities for the supervision and direction of the Bureau.

The Division of Administration will exercise staff supervision over all administrative management activities of the Bureau, including budget formulaton and execution, finance, management, inspection, management analysis, incentive awards, personnel management, safety, contract and property management, internal audit, and financial assistance investigations. The Division will also provide administrative services for the Headquarters Office and the Office of the Commissioner of Fish and Wildlife.

2. Regional office expenses

The estimate of $369,000 is a decrease of $30,000 compared to 1965, due to the nonrecurring cost of accounting equipment for which funds were provided in the fiscal year 1965.

Plan of work.—To provide the executive direction and general administrative services (budget, finance, personnel management, property management, and related functions) required at the regional level for the effective and efficient conduct of Bureau functions in accordance with general policies and procedures established by the Director.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$652,071	$704,000	$674,000	−$30,000
Unobligated balance lapsing	929			
Appropriation	653,000	667,000	674,000	+7,000
Proposed supplemental due to civilian pay increase		37,000		−37,000
Obligations by objects:				
11 Personnel compensation	470,412	528,000	533,000	+5,000
12 Personnel benefits	35,710	40,000	40,000	
21 Travel and transportation of persons	49,406	49,000	49,000	
22 Transportation of things	4,370	4,000	3,000	−1,000
23 Rent, communications, and utilities	15,488	15,000	15,000	
24 Printing and reproduction	3,099	4,000	4,000	
25 Other services	23,257	24,000	23,000	−1,000
26 Supplies and materials	6,989	7,000	5,000	−2,000
31 Equipment	43,340	33,000	2,000	−31,000
Total obligations	652,071	704,000	674,000	−30,000

COMMENTS ON PROGRAM

Chairman HAYDEN. The committee will be pleased to receive your comments concerning your general administrative expenses.

Mr. MCKERNAN. Mr. Chairman, we have continuously sought to hold our administrative expenses down.

I believe we have been quite successful in this regard. There is a decrease of $30,000 reflecting a nonrecurring item for accounting equipment. The slight increase you referred to is for pay act costs.

We are attempting to look into such things as using automatic data processing to the maximum extent and effect other efficiencies and economies in carrying out our administrative work.

ADMINISTRATION OF PRIBILOF ISLANDS

Chairman HAYDEN. It is proposed that $2,454,000 be provided in fiscal year 1966 for administration of the Pribilof Islands, an increase of $12,000 over the amount appropriated in fiscal year 1965. The justification for this estimate will be included in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The U.S. Government protects and manages the fur seal herd of the Pribilof Islands, maintains the islands as a special reservation for this purpose and is responsible for the harvesting, processing, and sale of fur sealskins. By statutory requirement, the Secretary of the Interior is responsible for the health, education, and welfare of Aleut natives residing on the islands. As operating agency, the Bureau of Commercial Fisheries manages all fur sealing and maintains 2 communities for the 650 Aleut residents. Physical facilities include some 200 Government-owned buildings—warehouses, residences, dormitories, commissaries, schools, hospitals, powerhouses, shops, and skin-curing plants, as well as complete water, sewage, and electric utilities to service the buildings. Transport facilities include a supply tender operating out of Seattle, an airport on St. Paul Island capable of handling four-engiher aircraft, concrete shore landings on each island, five LCM's for lightering freight between ship and shore, and numerous land vehicles.

During the 1963 season (fiscal year 1964) 85,254 commercial quality fur sealskins were taken at the islands. That year the Government assumed responsibility for preliminary curing and packing of the sealskins which had previously been done by a contractor who also dressed and dyed the skins and sold them at public auction for the account of the Government. Two such sales were held in fiscal year 1964 with gross proceeds amounting to $3,500,691. The take of prime male sealskins in calendar year 1964 (fiscal year 1965) was 48,223, about 14 percent higher than the previous year. Fewer female seals were killed so that the total commercial production of 64,206 skins was somewhat lower than in calendar year 1963.

After 2 years of experiments on the utilization of fur seal carcasses, a 5-year contract was awarded for sale of all carcasses on both islands beginning with the 1964 sealing season. This will increase the revenue to the Government and permit utilization of a valuable protein byproduct, which would otherwise be wasted.

Four houses constructed on St. Paul Island, under contracts awarded in fiscal year 1963, were completed in the fiscal year 1964; and four families were moved from St. George to St. Paul Island. In progress is construction by force account

of four more dwellings and a service station at St. Paul. As new residences are constructed and occupied on St. Paul Island, a corresponding number of the old residences vacated on St. George Island are being razed. Replacement of electric distribution systems on both islands is continuing. Plans are being prepared for future contract construction of two water tanks on St. Paul. An improved LCM landing is being considered for future construction. The surplus Army vessel acquired in fiscal year 1963 required some modifications before it could be operated as supply tender for the Pribilof Islands. Deficiencies have been partly corrected, and the vessel is now in service on a schedule of five trips to the islands per year.

Increased utilization of manpower and elimination of various community services has reduced permanent positions from 141 in fiscal year 1964 to 125 in fiscal year 1965, with further reduction to 122 planned by fiscal year 1966. These reductions in permanent employees are partially offset dollarwise by corresponding increases in seasonal employment needed during fur seal harvesting operations. Equipment purchases, higher costs of medical and education contracts, wage increases, and employment of temporary personnel for seasonal construction work will absorb savings in permanent salaries for the next several years.

In 6 years of pelagic studies of fur seals, information on distribution by age and sex, migration routes, food habits and feeding areas, growth from fetal stage, and pregnancy rates has been collected and reported to the Bureau and the Fur Seal Commission. To do this, 8,043 seals were collected from California to the Bering Sea.

In fiscal years 1964–65 research was continued in the eastern Bering Sea. Feeding areas of nursing females from the Pribilof Islands were found to vary from year to year. Most feed 60 to 90 miles from the islands.

A principal phase of the experiment to improve and stabilize production of sealskins on the Pribilof Islands by reducing the female population has ended. Revised population estimates indicate that the number of females is now at the point where only the estimated excess will be taken. Studies were continued of errors in population estimates resulting from tag loss and mortality from tagging. Experiments with temporary marks, different tagging times, and studies of pathology were used in checking tagging problems. The Japanese Fishery Agency maintains a constant interest in the Pribilof seal population. A molt and fur growth and a behavior study were completed. Ways to hold young fur seals in captivity were studied, including artificial diets.

Appropriation, 1964	$2,468,000
Appropriation, 1965	2,442,000
Pay cost supplemental	12,000
Total available, 1965	2,454,000
Budget estimate, 1966	2,454,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplement	Transfers	Amount available
Administration of Pribilof Islands	$2,453,479	$2,442,000	$12,000	----------	$2,454,000
Unobligated balance lapsing	14,521	----------	----------	----------	----------
Total	2,468,000	2,442,000	12,000	----------	2,454,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) or decrease (−)
Administration of Pribilof Islands	$2,453,479	$2,454,000	$2,454,000	----------
Unobligated balance lapsing	14,521	----------	----------	----------
Total	2,468,000	2,454,000	2,454,000	----------

ADMINISTRATION OF PRIBILOF ISLANDS

The estimate of $2,454,000 is the same as for 1965.

Plan of work

1. *Administration of the islands.*—Management and utilization of the fur seal resource will be continued without significant changes from established methods. Residents from the Pribilof Islands and Aleutian Islands villages will be used, as heretofore, as the principal and most economical source of manpower. Aleut employees are being given increased responsibility for all phases of sealing operations so that fewer nonresident employees will be required. The 10-year program initiated in 1963 to phase out the village on St. George Island and merge it with the village on St. Paul Island will proceed as rapidly as expanded facilities can be constructed at St. Paul. At the present level of funding a maximum of four families per year can be moved to the larger island. Further improvements in work performance will be stressed. Improved work performance, along with gradual withdrawal of Government support for community services, will reduce the number of permanent employees. Savings from reduced permanent salaries will be utilized for expanding St. Paul village to accommodate families moving from St. George Island.

2. *Fur seal research.*—As a member of the Convention on Conservation of North Pacific Fur Seals, the United States has agreed to continue the following research on fur seals through 1970:

Location	Purpose	Kind of research operation
Land and sea	Determine size, age, and sex composition of seal herds.	Sampling land kills, marking, pelagic collecting, age determinations, reproductive studies, and population estimates.
Do	Determine mortality and recruitment.	Sampling on land and sea, and age classification.
Land	Find relation of recruitment to size and composition of kill.	Sampling, marking, age classification, and population estimates.
Sea	Find migration routes and wintering areas; numbers, ages, and sex of seals in these areas.	Sea surveys and sampling.
Do	Find how food habits affect commercial fisheries.	Sea sampling, stomach examinations, correlation with numbers estimates, and records of gear damage.
Land and sea	Compare effectiveness of land and pelagic sealing for management.	Analysis of records.
Do	Determine quality of sealskins by sex, age, time, and method of sealing.	Land and pelagic sampling, and skins comparisons.

To carry out research, member countries agreed to mark an adequate number of pups and devote time to pelagic research effort similar to that of recent years. Convention research objectives are coordinated with the population dynamics experiments of the Bureau. This is intended to show how to reach the maximum sustained yield and to find the cause of current fluctuations in the kill.

Research obligations of the United States will be accomplished by the present staff of the Marine Mammal Biological Laboratory at Seattle, Wash. Two vessels will be chartered for approximately 175 charter days to conduct pelagic investigations. The Laboratory staff will be maintained at its present level and will be deployed to serve aboard the chartered vessels as well as on the Pribilof Islands where pup-tagging and other investigations will be performed on the fur seal breeding grounds.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$2,453,479	$2,454,000	$2,454,000	
Unobligated balance lapsing	14,521			
Appropriation	2,468,000	2,442,000	2,454,000	+$12,000
Proposed supplemental due to civilian pay increase		12,000		−12,000
Obligations by objects:				
11 Personnel compensation	1,541,559	1,566,000	1,578,000	+12,000
12 Personnel benefits	86,913	97,000	97,000	
21 Travel and transportation of persons	57,307	71,000	71,000	
22 Transportation of things	86,148	73,000	64,000	−9,000
23 Rent, communications, and utilities	16,826	20,000	19,000	−1,000
24 Printing and reproduction	1,470	5,000	5,000	
25 Other services	467,928	413,000	408,000	−5,000
26 Supplies and materials	445,040	476,000	480,000	+4,000
31 Equipment	68,505	53,000	52,000	−1,000
42 Insurance claims and indemnities	504			
Subtotal	2,772,200	2,774,000	2,774,000	
95 Quarters and subsistence charges	−318,721	−320,000	−320,000	
Total obligations	2,453,479	2,454,000	2,454,000	

1956 PROGRAM

Chairman HAYDEN. Would you please discuss the past year's program in connection with the Pribilof Islands.

Mr. MCKERNAN. Our management on the Pribilofs this past year we considered to be successful. We had a satisfactory fur seal harvest on the islands. We are carrying out a program, with the concurrence of the Aleut natives, of improving the education of the natives and of turning over to them as much of the work and responsibilities on the islands as we possibly can.

We also believe that it is in the interest of the Government, the State of Alaska, and the native residents themselves, to consolidate the two villages. To the extent that they are willing to move, residents will be moved from the village of St. George, the smaller of the two islands, over to St. Paul Island.

We constructed four new dwellings on St. Paul Island this past year, and will complete four additional houses this year. We have expressions from several additional people on St. George who want to transfer to St. Paul. Our reasons for this program are simply to consolidate the villages to make it more efficient and economical. There isn't an airstrip on St. George Island and these people are, for all practical purposes, isolated in the wintertime, particularly.

We even have to have the mail dropped from airplanes at St. George during most of the winter. It is oftentimes difficult to get supplies to them in winter. We believe that in the long run it will be desirable to consolidate these villages and have a single, modern village which can be effectively supplied.

St. Paul, for example, has an airstrip and is served by a commercial airline on a weekly schedule. We are constantly seeking to improve transportation and other facilities in that community.

CURING, PACKING, AND SELLING SEALSKINS

Chairman HAYDEN. In 1963, the Federal Government assumed the responsibility for curing and packing sealskins. Is it more profitable for the Government to do this than to perform it by contract, as was the case previously?

Mr. MCKERNAN. The Bureau assumed responsibility, in 1963, for curing and packing the sealskins on the islands but not for selling them. The skins have been sold at public auction by a company under contract with the Government. Our handling the skins on the islands has worked out very well. One of the things we are trying to do is to employ the native Aleuts to a greater degree. We didn't have any great difficulty with our previous contractor in this phase of the work. But, we believe it is also being done quite satisfactorily at the present time; and we can encourage the employment of Alaskan natives for this purpose.

Fisheries Loan Fund

Chairman Hayden. The Bureau of Commercial Fisheries requests a limitation on its administrative expenses for the fisheries loan fund of $309,000. This is $7,000 greater than the limitation directed by Congress during fiscal year 1965. The justification for this estimate will be placed in the record.

(The justification referred to follows:)

Highlight Statement

The fishery loan fund is a revolving fund established to provide financing and refinancing of operations, maintenance, repair, replacement, and equipment of fishing vessels and gear and for research into the basic problems of the fisheries. A total of $20 million has been authorized for this program of which $13 million has been appropriated. Authorization for this program expires June 30, 1965. New legislation is proposed to extend and broaden the program.

Under the Bureau's fisheries loan program, loans totaling $2,329,812 were made during fiscal year 1964 to 118 owners of fishing vessels for financing and refinancing of operations, maintenance, replacement, repair, and equipment of their vessels. The Bureau's loan program provided the first Government aid to Kodiak fishermen who sustained losses due to the Alaskan earthquake disaster of March 27, 1964. In that connection, the Bureau approved loans for $1,089,380 to 67 fishermen affected by the disaster.

Two hundred and nineteen applications ($5.2 million) were received during the fiscal year 1964. One hundred and eighteen of these for $2.3 million were approved. During the first 6 months of fiscal year 1965, 95 applications ($1.8 million) were received, and 37 applications ($853,000) were approved. Thirty-nine cases ($725,000) were being processed as of December 31, 1964. This represents an increase in activity in the fiscal year 1965 program in comparison to the fiscal year 1964 program.

The status of fishery loan fund cases, as of December 31, 1964, is reflected in the tabulation which follows:

Status of fishery loan fund cases as of Dec. 31, 1964

Applications	New England and Middle Atlantic		California		South Atlantic and Gulf	
	Number	Amount	Number	Amount	Number	Amount
Received	364	$11,000,860	215	$12,760,358	343	$8,487,897
Approved	187	4,918,147	127	5,746,147	130	2,950,284
Declined [1]	98	3,326,478	36	1,410,775	122	3,093,266
Ineligible	22	562,224	11	679,869	36	992,368
Withdrawn	48	1,402,089	34	3,849,120	54	1,188,719
Canceled, after approved	30	775,764	18	739,921	22	423,793
Amounts reduced [2]	96	642,422	59	943,928	71	245,260
Pending	9	149,500	7	130,519	1	18,000
	Pacific Northwest		Alaska		Great Lakes	
Received	291	$5,319,232	306	$3,287,266	39	$417,289
Approved	174	3,054,719	182	1,686,505	12	93,920
Declined [1]	59	674,692	64	757,371	14	148,843
Ineligible	21	407,790	26	337,985	6	109,332
Withdrawn	26	783,083	24	329,012	6	50,572
Canceled, after approved	14	256,843	23	221,576	4	21,500
Amounts reduced [2]	38	85,982	32	71,108	5	5,622
Pending	11	312,966	10	105,285	1	9,000
	Puerto Rico		Hawaii		Total	
Received	1	$2,000	23	$391,070	1,582	$41,665,972
Approved	1	1,800	15	205,068	828	18,656,590
Declined [1]			4	51,779	397	9,463,204
Ineligible			1	13,500	123	3,103,068
Withdrawn			3	99,397	195	7,701,992
Canceled, after approved	1	1,800			112	2,441,197
Amounts reduced [2]	1	200	7	21,326	309	2,015,848
Pending					39	725,270
Cases closed					676	15,506,177

[1] Net, less amounts approved on reconsideration.
[2] Applications approved for amounts less than applied for.

Administrative expenses

Administrative expense limitation (total available, 1964)	$270,000
Administrative expense limitation, 1965	309,000
Administrative expense limitation, 1966	309,000

Administrative expenses

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Administrative expense limitation	$256,914	$302,000	$7,000		$309,000
Unobligated balance lapsing	13,086				
Total	270,000	302,000	7,000		309,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Fiscal year 1966 increase (+) decrease (−)
Administrative expense limitation	$256,914	$309,000	$309,000	
Unobligated balance lapsing	13,086			
Total	270,000	309,000	309,000	

Administrative expense limitation.—The estimate for 1966 of $309,000 is the same as for 1965. Authorization for the fisheries loan program, provided in the Fish and Wildlife Act of 1956 (U.S.C. 742c), expires on June 30, 1965. New legislation is proposed to extend the term of the program and to broaden its application.

Plan of work.—To provide for administration of the program including: investigating the fishery aspects of loan applications; the financial investigation of loan applications; consideration of applications for approval or disapproval; preparation of authorizations for a loan or letters of declination; preparation of the final loan documents; closing of approved loans; and collecting payments and keeping the required financial records. Legal matters concerned with the closing and servicing of loans are supervised by the Office of the Solicitor in the Secretary's Office.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$256,914	$309,000	$309,000	
Unobligated balance carried forward	13,086			
Appropriation limitation	270,000	302,000	309,000	+$7,000
Proposed supplemental due to civilian pay increase		7,000		−7,000
Obligations by objects:				
11 Personnel compensation	172,439	215,000	215,000	
12 Personnel benefits	12,302	16,000	16,000	
21 Travel and transportation of persons	32,401	33,000	33,000	
22 Transportation of things	90	3,000	3,000	
23 Rent, communications, and utilities	12,948	7,000	7,000	
24 Printing and reproduction	1,226	4,000	4,000	
25 Other services	5,258	2,000	2,000	
26 Supplies and materials	1,464	7,000	7,000	
31 Equipment	59	1,000	1,000	
Total obligations	238,187	288,000	288,000	
ALLOCATION TO OFFICE OF THE SOLICITOR				
Obligations by objects:				
11 Personnel compensation	17,448	19,000	19,000	
12 Personnel benefits	1,279	2,000	2,000	
Total, Office of the Solicitor	18,727	21,000	21,000	
Total obligations subject to limitation	256,914	309,000	309,000	

DISCUSSION OF BUREAU ACTIVITIES

Chairman HAYDEN. Will you please briefly discuss the activities of your bureau under the fisheries loan fund.

Mr. MCKERNAN. The fishery loan fund, Mr. Chairman, has been quite successful. We have had a very low loss record, and our loans for fiscal year 1964 amounted to about $2.5 million to 118 owners of fishing vessels. Loans approved since this program began through December 31, 1964, comprised 828 cases amounting to $18,656,590.

As an example of what we were able to accomplish, we put out very close to 100 loans, I believe, in Alaska.

Mr. PETERSON. Ninety-one applications and 76 loans approved.

Mr. MCKERNAN. This was just after the earthquake in Alaska when so many fishing vessels were destroyed. We were able to get the fleet back in business for the 1964 fishing season.

I think that our record in that regard was quite remarkable. Incidentally, we have had, up to date at any rate, a very low loss record on these, in a sense disaster loans, which were made immediately after the earthquake and at a time when one couldn't anticipate just exactly how good those loans were going to turn out.

The fishing season was pretty good and the fishermen were able to harvest fully, in many instances, the runs of salmon and king crab which developed in Alaska. We think at least partly this resulted from the quick action in getting these vessels repaired and making funds available for new vessels in some instances.

Administrative Provisions

Chairman Hayden. There will be placed in the record the statement in justification of the request by the Bureau of Commercial Fisheries for authority to purchase 12 passenger motor vehicles, all of which are for replacement.

(The justification referred to follows:)

Justification for Passenger Motor Vehicle Requirements

The estimates for the Bureau of Commercial Fisheries for the fiscal year 1966 contemplate the purchase of 12 passenger motor vehicles, 3 passenger cars, and 9 station wagons, all of which are for replacement. All the vehicles to be replaced will have met replacement standards.

Two of the passenger cars are police-type vehicles to be used in enforcement of various fishery regulations in the Pacific Northwest area. The other passenger car is for use in administering Alaska programs.

Five of the station wagons are for use of agents engaged in collecting fishery statistics. The remaining four are for use by personnel engaged in the conduct of biological investigations requiring vehicles of this type to transport personnel and equipment.

Specialists in U.S. Embassies Abroad

Chairman Hayden. Senator Bartlett do you have any questions?

Senator Bartlett. Yes, a few, Mr. Chairman.

In response to a question, Mr. McKernan, from Chairman Hayden, you said that five fishery specialists have been detailed to the State Department and are attached to U.S. embassies abroad. You named the places where they are stationed.

My question is this: In view of the great increase in Soviet fishing, would it not be useful to have such a specialist stationed at Moscow?

Mr. McKernan. My answer now would be, "Yes," to that question, Senator. In the past, I have not thought it necessary because our contacts with the Soviets were so limited and their effects on our fisheries somewhat remote. But in the last few years, since the advent of large Soviet fleets on both coasts of the United States, it has become more apparent that we are going to have greater and greater problems with the Soviets and we are going to need a very clear understanding of our mutual problems.

Recently, as you know, we have succeeded in reaching agreement on two important issues involving your own State. In one instance, a gear conflict problem was successfully resolved where the Soviet trawlers will stay out of areas where our stationary king crab is located around Kodiak Island.

Then we were successful in reaching an agreement for fishing for king crab in the North Pacific Ocean and the Bering Sea as well. We find the Soviets generally agreeable to seeking solutions to problems where they exist. We expect them to continue the growth and development of their high seas fisheries, and we anticipate greater problems with them in the future, so that the more contact we have the better.

Senator BARTLETT. The Soviet Union now ranges ahead of the United States as a fishing nation, does it not?

Mr. MCKERNAN. Yes, it does.

Senator BARTLETT. Do not also Peru, Japan, and mainland China?

Mr. MCKERNAN. Yes.

DESIRABILITY OF MORE INTENSIVE U.S. COMPETITION

Senator BARTLETT. Does that reflect any increased catch on the part of the U.S. fleet or is there relative stability on our part while these other nations are increasing their production very rapidly?

Mr. MCKERNAN. Our catches have remained quite stable whereas these other nations, or at least the Soviet Union and Japan, for example, have gone quite deliberately out on the high seas in order to increase their catch substantially.

I had conversations with the Soviet Union Deputy Minister, Mr. Sukhorochenko recently, and he couldn't understand why the United States was not increasing its harvest of fish off its own coast.

We do have productive shelf areas, and I believe it is to our benefit to compete more intensively for the resources at least off our own coast.

FISH PROTEIN CONCENTRATE

Senator BARTLETT. Mr. McKernan, in that connection, if this fish protein concentrate could be developed to a satisfactory point—if it is accepted by the Food and Drug Administration—do you anticipate that there will be a very considerable market for it?

Mr. MCKERNAN. Yes, I do.

Senator BARTLETT. At home and abroad?

Mr. MCKERNAN. Yes; both at home and abroad.

Senator BARTLETT. Will this bring into use bottom fish, for which we do now not search, off our coasts?

Mr. MCKERNAN. Yes; Senator, I am sure it will. Off the coast of your own State of Alaska there are great ground fish resources which our fisheries do not harvest and the same is true on the Atlantic coast. There are resources on both coasts which can be used for this purpose.

There are hake resources, for example, on the Atlantic and Pacific coasts, which apparently would make excellent quality fish protein concentrate. There are thread-fin herring resources in the Gulf of Mexico which we think would also provide a great increase in catch, a great increase in the supply of protein and, of course, jobs and financial benefits to the American fishing industry, if they could be harvested economically for use in the manufacture of fish protein concentrate.

Senator BARTLETT. Would a successful development of this project not also bring about an economic and easy way to provide protein to the people of those countries which do not have enough food?

Mr. MCKERNAN. Yes; that is certainly true. Of course, the keeping qualities of a dried, powdery substance would be ideal. At the present time, for example, we know that thousands of tons of salt cod are imported into some of the African nations, the equatorial African nations. We have some evidence that as much as a third of this fish is destroyed by spoilage and deterioration of various kinds prior to its delivery to the consumer's table.

Yet, the people are paying for this one way or another. A fish protein concentrate in a simple cellophane bag could be stored and transported without any deterioration, and the people could utilize this completely, whereas now there is so much going to waste.

HAKE

Senator BARTLETT. You mentioned hake. Am I right in my understanding that a few years ago Congress made an appropriation for the construction of a midwater trawl and that a supplemental effort has been undertaken in the North Pacific?

Mr. MCKERNAN. That is right. We have successfully developed the midwater trawl which has taken up to 60,000 pounds of hake per half hour tow. It has been a very successful development and it looks as if, with the sounding devices that are now available, we can locate these midwater stocks of fish and can take them quite effectively.

Senator BARTLETT. Have you found, in the North Pacific, some important concentrations of hake?

Mr. MCKERNAN. Yes, we have. All along the coast there seem to be large quantities. There have been some estimates that there may be as many as a quarter of a million tons of hake along our Washington, Oregon, and northern California coast. Some of the schools are from 2 to 4 miles wide and from 17 to 26 miles long.

Senator BARTLETT. Are we not now utilizing this fish commercially in any way?

Mr. MCKERNAN. Only a very small catch.

ADEQUACY OF FUNDS IN MIDWATER TRAWLING PROGRAM

Senator BARTLETT. Do you have enough money in your judgment to carry on this program effectively?

Mr. MCKERNAN. An administrator never has enough money, Senator.

Senator BARTLETT. How much money has been budgeted for this?

Mr. MCKERNAN. I have no increase listed for this work. At the present time we are using $125,000 in our various laboratories for the development of midwater trawling and that same amount is included in our 1966 budget.

Senator BARTLETT. If you weren't manacled, as sometimes happens by these budget people, how much money would you desire for this budget activity?

Mr. MCKERNAN. That is a little hard to say, Senator. Our people did ask, originally, for a greater amount of money, perhaps twice as much as they are getting at the present time, but we were not successful in keeping that in our budget.

Senator BARTLETT. Would it be fair for me to ask if you know whether that greater budgetary amount passed through the Department favorably?

Mr. MCKERNAN. I can't recall that precisely, Senator, because quite often we are given overall limitations on a departmental budget and within the Department, of course, the Secretary must make determinations and bring about some kind of a balance in the programs.

FISH PASSAGE OVER DAMS

Senator BARTLETT. I understand. What is the highest dam, Mr. McKernan, over which you can successfully lift salmon?

Mr. MCKERNAN. At the present time, we are successfully taking salmon up over and bringing them back down over dams of about 100 feet. We are doing research in the Columbia River recently which indicates that we may have success in the future in raising fish up almost unlimited heights.

The problems involve getting the adults to swim up through the impoundments themselves up to the clear waters of the streams above the impoundments and also getting the young on their way to the sea to migrate down through the reservoirs.

Senator BARTLETT. Which is the greater problem at the present time?

Mr. MCKERNAN. I think the greater problem is in the young. This is where we are concentrating our efforts at the present time. Collecting the young in the headwaters of the reservoir and taking them artificially down past the dam seems to be one way of overcoming that problem.

Senator BARTLETT. I believe you indicated to Chairman Hayden that some startling or constructive developments may be underway in this particular area.

Mr. MCKERNAN. Yes. We have had a rather intensive program going on. We are developing a number of ways of successfully collecting these young fish in the headwaters above the reservoirs, and then taking them around the reservoirs and putting them in the streams down below.

One of the problems, of course, would be to use the reservoirs as rearing ponds if we could. We can't do that in all cases but it does look feasible in some. Sometimes these reservoirs get very warm in the summertime and also they form what we call oxygen blocks at some depths and in some parts of the reservoir.

Here we believe that proper design of the dam and removal of the water at proper and planned intervals, with the preservation of the fish in mind, might well overcome many of the problems that we now have in these reservoir areas.

Here again it requires research and study to find the combination of operations, construction, and drawdown patterns in these dams to provide an environment which will facilitate these fish runs rather than kill them off as has happened so many times.

Senator BARTLETT. Then you, in the Bureau of Commercial Fisheries, are really encouraged by the possibilities which lie ahead?

Mr. MCKERNAN. Yes, I am. I am very much encouraged.

PROJECTION FOR THE FUTURE

Senator BARTLETT. Is it possible, in your opinion, Mr. McKernan, that in 10, 15, or 20 years, the older salmon might be lifted over and the young brought back down a dam 500 feet in height?

Mr. MCKERNAN. Yes. On the other hand, there is occurring a rapid development in techniques of artificial propagation which is going ahead just as fast and in some respects maybe even faster than the fish guidance around dams. I am sure that some of my colleagues in the Bureau of the Sport Fisheries and Wildlife would agree with me

that artificial propagation and development of artificial spawning channels and rearing areas show great promise for the future in maintaining fish runs despite multiple development of these river systems.

RAMPART DAM

Senator BARTLETT. I have a question which I do not expect you to answer immediately because I suppose the answer consists of specialized information which may not be immediately available to you, although I would not be surprised if the contrary were the case.

I would like to know, Mr. McKernan, of the salmon which enter the Yukon River to spawn, the percentage which spawns above the site of the proposed Rampart Dam and the percentage which spawns below the dam.

Mr. MCKERNAN. Just now, I can't give you that information from memory.

Senator BARTLETT. Just place it in the record, if you please.

(The information referred to follows:)

All five species of Pacific salmon enter the Yukon River. Runs of Chinook, coho, and chum pass the proposed Rampart Dam site, 756 miles upstream from the river mouth, en route to their spawning grounds. Spawning areas of pinks and sockeye lie downstream from the damsite, with the upstream limit of pink salmon migration reaching about 500 miles from the river's mouth and that of sockeye about 100 miles.

The percentage of the total salmon-spawning population utilizing areas above or below the proposed Rampart site is not available at this time. From studies made in 1961 and 1962, however, it was estimated that an average of 17,000 Chinook, 196,000 chum, and 50,000 coho salmon passed the Rampart site each year en route to their spawning grounds. In 1961, for chum salmon only, it was estimated that a minimum of 1,200,000 entered the Yukon River and that 131,000 (over 10 percent) passed the damsite, after being subjected to the various fisheries. Due to differential productivity, spawners utilizing areas upstream from Rampart site are believed to produce from 25 to 50 percent of the total chum salmon catch and 10 to 50 percent of the Chinook and coho catches.

COST OF ANTICIPATED DEVELOPMENTS

Mr. MCKERNAN. There is an important and enormous run that goes up past the Rampart Dam site.

Senator BARTLETT. The major part?

Mr. MCKERNAN. Yes, a major part.

Senator BARTLETT. But, by the time the dam is built, you foresee that a circumstance might exist whereby salmon could be taken over the dam for spawning purposes and the young returned.

Mr. MCKERNAN. Yes; there are some special conditions, of course, in this particular area that undoubtedly will make this quite expensive. Because of the weather means you would have to perhaps warm the water, and this kind of thing, if you wanted to work with small amounts of water in fishways or where the fish were being artificially propagated.

Then, of course, the impoundment itself is going to be so tremendous in size. I think it has been estimated that the lake formed will be larger than Lake Erie, if my memory serves me right.

Senator BARTLETT. About on that order.

Mr. MCKERNAN. And the problem of these fish getting through the impoundment to the streams up above is a very serious one. This is pretty much beyond my concept at the present time, but I certainly

wouldn't eliminate the possibility of being able to handle these problems. It may be a pretty expensive proposition, however.

Senator BARTLETT. Will you please place in the record a statement showing the fish pack in the Yukon, plus the take for the Indian population.

Mr. MCKERNAN. Yes. You, of course, are much more familiar than I with the use of the fish populations in the Yukon. You are aware of the tremendous use of the big salmon run for dog food on the Yukon. I guess that is where the term "dog salmon" came from.

We do have estimates of the use of these salmon runs, and I will be glad to supply that.

(The information referred to follows:)

The estimated average annual commercial catch of Yukon River salmon is 73,000 Chinook, 110,000 chum, and 18,000 coho, for a total of 201,000 fish. Some sockeye and pinks are also taken. Personal subsistence catches, primarily by Indians, total about 622,000 fish annually, consisting of 27,000 Chinook and 595,000 chum and coho combined, with chum salmon supplying the greatest portion of this fishery. Total salmon taken annually for both commercial and subsistence purposes is estimated to be about 823,000 fish.

The average annual pack of Chinook salmon for the years 1935–62 consisted or 13,430 cases, as well as 263 tierces and 239 half-tierces of cured fish. Average pack for chum salmon in the years that they were packed was 110,373 cases, and for coho salmon the average pack was 18,058 cases.

SEA LAMPREY

Senator BARTLETT. Thank you. Last year, Mr. McKernan, you were good enough to tell us about the progress being made in the eradication of the lamprey in the Great Lakes. Is there a present progress report on this project?

Mr. MCKERNAN. Yes, Senator. We continue to make progress in this. Last year I reported a reduction of 85 percent of the lamprey population in Lake Superior. This reduction continues. The lake trout population is increasing; and, in fact, there is now talk about opening up a commercial and recreational fishery on Lake Superior to a very limited degree.

I am on the International Commission with our colleagues from Canada. We are, at the present time, withholding support for developing a lake trout fishery in Lake Superior because we would like to increase the population of trout to an even higher degree. Furthermore, we would like to see a further reduction in the population of lamprey.

But, we are all very optimistic about this, and the lake trout are seemingly very abundant. We are well along our way to eliminating the lamprey from Lake Michigan at the present time. We are experimentally introducing trout from large Federal as well as State hatcheries into both of these lakes.

I look for the time in the not-too-distant future when the lake trout populations of the Great Lakes are going to be rehabilitated.

PRIBILOF ISLANDS

Senator BARTLETT. Did you tell the chairman, Mr. McKernan, that the people of St. George have expressed a willingness to move to St. Paul?

Mr. McKernan. Yes; we have more applications to move than we have dwellings to put them in. Some of the more elderly people, of course, do not show the same willingness to move; and we are not forcing them.

Senator Bartlett. Is this to be a gradual movement?

Mr. McKernan. Yes; over a considerable period of time.

The 1964 Fur Seal Receipts

Senator Bartlett. Do you know what the gross income from the take of fur seals was in the fiscal year 1964?

Mr. McKernan. I think I can give you that information Senator. The gross take in 1964 was $5.4 million.

Senator Bartlett. How much do you anticipate it will be in 1965?

Mr. McKernan. Our estimate in 1965 is $2.6 million.

Senator Bartlett. What is your estimate for 1966?

Mr. McKernan. We would estimate that the 1966 income would be similar to the 1964 income because, by that time, of course, we would anticipate that our present difficulties with the fur seal contract would be over and that we would be in full swing in production of fur sealskins.

In fact, Senator, I would like to amend that statement a little bit. I think we would probably hope that the income would be increased in 1966 because of the fact that we have some inventories of fur seals on hand now.

We would hope that we would increase the production of furs and thereby have a higher than normal sale.

Construction of Fishing Vessels

Senator Bartlett. I share your hope, but not completely your confidence.

I refer now, Mr. McKernan, to the item for the fishing vessel construction subsidy in the amount of $5 million. The authorization for each fiscal year for the life of the law is $10 million.

Do you need more than $5 million for the coming fiscal year?

Mr. McKernan. It is hard to say, Senator, but there is a possibility that we will not need more than $5 million. We anticipate that if there is a need for more funds that we would request it through our department to the Bureau of the Budget as a supplemental.

Senator Bartlett. Do you feel you will have too much money with $2.5 million appropriated for this year and $5 million requested for the following year?

Mr. McKernan. We may have about $1 million too much in fiscal year 1965 which reverts back to the general fund of the Treasury if not obligated by June 30, 1965. I am quite certain we will use all of the $5 million next year.

Commercial Fisheries Research and Development

Senator Bartlett. I would like to talk some about the commercial fisheries research and development. It was my understanding last fall, when the Bureau of the Budget declined to approve any money at all to launch this program, that the complete authorized amount would be requested for fiscal 1966.

Instead we find that only two-fifths of that amount has been requested. Did the Bureau of Commercial Fisheries, Mr. McKernan, ask for $5 million?

Mr. McKERNAN. Yes.

Senator BARTLETT. Yes. Do you know if the Interior Department asked that amount of the Bureau of the Budget?

Mr. McKERNAN. Yes.

Senator BARTLETT. This law has a life of how many years?

Mr. McKERNAN. Five years, beginning with fiscal year 1965.

Senator BARTLETT. And obviously its purposes cannot be fulfilled with these budgetary limitations. I make that as a statement not as a question.

If you have $5 million, are the States prepared to utilize it?

Mr. McKERNAN. Yes, I believe they are, Senator. Perhaps a few of them are not, but in general the States were of the opinion that the program would be funded in 1966, at least.

Senator BARTLETT. Do you have the allocations drawn out for the several States based on the $2 million request?

Mr. McKERNAN. Yes.

Senator BARTLETT. What would South Carolina get?

Mr. KERNAN. $10,000 under the $2 million allocation.

Senator BARTLETT. Do you see this as a program designed to develop fisheries in the several States as well as to do research?

Mr. McKERNAN. Yes. It is a research and development plant program.

Senator BARTLETT. And are you adequately tooled and ready to go, both the Federal Government and the State governments, under the $5 million program?

Mr. McKERNAN. Generally speaking, yes.

OCEONOGRAPHIC GRADUATE TRAINING PROGRAM

Senator BARTLETT. You spoke, Mr. McKernan, about the graduate training program in the marine sciences. How much is budgeted for this program?

Mr. McKERNAN. $200,000 in our fellowship program.

Senator BARTLETT. What universities are prepared to give this training?

Mr. McKERNAN. Senator, a great many universities are prepared to train graduate students in oceanography.

Senator BARTLETT. I understand there are about 23. Maybe you will put them in the record.

Mr. McKERNAN. Yes.

(The information referred to follows:)

PROGRAM OF GRADUATE EDUCATIONAL GRANTS

The most pertinent reply is to list those institutions which have received support from the Bureau to date in our program of graduate educational grants. The following table lists these institutions and shows the numbers of students under support each academic year since the program began. The academic subjects under support include physical, chemical, and biological oceanography; marine biology; and fishery biology, technology, and economics. Only about half a dozen institutions in the United States offer courses leading to the Ph. D. degree in marine fishery science. It is our understanding that these specialized institutions have had difficulty in obtaining support for faculty and teaching programs. Our program provides tuition and living expenses for the students selected by the universities and includes only a nominal amount for overhead.

Bureau of Commercial Fisheries graduate educational grants in aquatic sciences

Number	1961-62		1962-63		1963-64		1964-65		Total	
	Grants	Students	Grants	Students	Grants	Students	Grants	Students	Number of grants	Number of individual students
1. University of California at Berkeley							1	1	1	1
2. University of California at La Jolla			2	2	2	4	2	4	6	6
3. Columbia University							1	1	1	1
4. Cornell University							1	1	1	1
5. Duke University			1	1	1	3	1	3	3	5
6. Florida State University					1	1		1	1	2
7. University of Hawaii			1	1	1	2	1	2	3	3
8. Iowa State University					1	1	1	2	2	2
9. Johns Hopkins University			1	1	1	2	1	2	3	3
10. Massachusetts Institute of Technology			1	1		1	2	2	3	2
11. University of Massachusetts					1	1		1	1	1
12. University of Miami	1	1	2	2	3	4	2	4	8	6
13. University of Michigan			1	1	1	2	2	3	4	4
14. Michigan State University					1	1		1	1	1
15. New York University					1	1		1	1	1
16. North Carolina State University					1	1		1	1	1
17. University of North Dakota							1	1	1	1
18. Oregon State University			2	2	2	4	2	4	6	6
19. University of Rhode Island			1	1	1	2	1	2	3	4
20. Rutgers University					1	1		1	1	1
21. Texas A. and M. University			1	1		1		1	1	1
22. University of Texas					1	1		1	1	1
23. University of Virginia							1	1	1	1
24. University of Washington			3	3	2	6	3	6	8	12
25. University of Wisconsin							1	1	1	1
26. Yale University			1	1		1			1	1
Total	1	1	17	17	22	40	24	48	64	[1] 69

[1] Some students supported under grants for more than 1 year.

AWARDING DEGREES IN MARINE SCIENCES

Senator BARTLETT. I have had some recent correspondence from several sources to the effect that this program of awarding advanced degrees in marine sciences should be enlarged and should be enlarged immediately. The correspondents who have been in contact with me have submitted that $2 million could be usefully employed. What would be your comment on this suggestion?

Mr. MCKERNAN. Mr. Chairman, we have had some contact with people who are training marine scientists, particularly fishery scientists and fishery biologists who will be employed by the States and Federal government. There are about six schools in the United States that give degrees in aquatic sciences. Some of these universities have difficulty in obtaining Federal support because of the applied nature of their training. That is, they are training fishery biologists rather than simply biologists per se. So they are having difficulty. I would say that a case can be made for the need for additional funds in this regard when such funds are available.

Senator BARTLETT. The Interior Department did not consider this year an enlargement of the program along the line I have indicated?

Mr. MCKERNAN. We have for some time recognized the need for assistance and contracts to some of these specialized institutions. Once again, many of these plans have fallen by the wayside in balancing the needs with the amount of funds available

THE 1952 SALMON TREATY BETWEEN THE UNITED STATES, CANADA, AND JAPAN

Senator BARTLETT. Mr. McKernan, no one knows better than you the agonies which have been suffered since the 1952 North Pacific Treaty between the United States, Canada, and Japan regarding fisheries. We know that several rounds of negotiations have been held, and we expect the continuation of that treaty. We know no conclusions have been reached. We know that the Japanese fishing boats in some instances, lie immediately west of this imaginary line, east of which they do not fish, and that they take with nets great quantities of salmon that which otherwise would return to their streams and lakes in the Bristol Bay area, where they were spawned. We know that Canadian fishermen and American fishermen are not permitted to fish with nets on the high seas. What do you anticipate the situation will be, particularly in respect to the Bristol Bay red salmon run, in 1965?

Mr. MCKERNAN. Senator, it is quite obvious that a good run of salmon will return to the Bristol Bay area if too many are not taken on the high seas by the Japanese. Unfortunately, of course, the major portion of this run could migrate west of the provisional abstention line. The Japanese, of course, are right now beginning discussions with Russia as to their take of salmon in the Western North Pacific Ocean. And I anticipate that their quota for red salmon will be somewhat reduced this year and that they have it within their capability to harvest the majority of the Bristol Bay run. If they do, this will be economic disaster to Alaska and to the entire salmon industry of the Pacific Northwest. You have been a member of the delegation, Senator, and as you know, we have gone through three negotia-

tions where we have attempted to resolve the problems of the North Pacific fisheries and obtain a new treaty with Japan and Canada. We have been unsuccessful, primarily because the Japanese believe that they should harvest more of the salmon of North American origin and it is our belief that they should harvest none since the salmon species are born and raised within our own internal waters although they do migrate and feed on the high seas. But the 1965 run is a critical one and if the Japanese take a large part of this run it will be most serious for our own fishermen and it will be very difficult, in my view, to reach agreement with the Japanese on a new treaty.

Senator BARTLETT. I am going to leave it at that, Mr. McKernan. I know that both you and I could extend, considerably, our remarks. But I think that is a good statement for the record.

COMMERCIAL FISHERIES RESEARCH AND DEVELOPMENT

Senator BARTLETT. In connection, Mr. McKernan, with the Research and Development Act, I want to say that I had the pleasure of conducting the legislative hearings before the Commerce Committee. There was an outpouring of witnesses from 15 or 20 States, evidencing terrific enthusiam. Most of these officials who were here to testify, or their counterparts, have written me expressing great apprehension about the diminished budgetary request; namely, from $5 to $2 million. Among those ardently supporting this complete program were Gov. William A Egan and the commissioner of the Alaska Department of Fish and Game.

PACIFIC COAST OYSTER PROGRAM

Mr. Chairman, it was the hope and intention of Senator Magnuson, a member of this committee, to be here today, but he had to preside over a hearing in the Commerce Committee. On his behalf, I would like to ask Mr. McKernan about proposals which have been made for a study of Pacific coast oyster mortality. Are you aware of the need and desire for this study?

Mr. MCKERNAN. Yes, Senator. I am aware that there has been increasing mortality of Pacific oysters in recent years, quite unexplained. We don't know what caused this. The mortalities are too heavy to be caused by bad weather. The present research work has not turned up any particular reason. Many of the oystermen are apprehensive that there may be another disease like the so-called MSX disease, here on the Atlantic coast which has raised havoc with the oyster industry in Delaware Bay and some parts of Chesapeake Bay. For that reason, I know of the interest in an enlarged program to try and ascertain the causes of this mortality.

Senator BARTLETT. Is some work now being done along these lines?

Mr. MCKERNAN. Yes, some limited work by the States and the Bureau.

Senator BARTLETT. Do you see a need for the Federal Government to enter into this program energetically, in view of the low mortality?

Mr. MCKERNAN. Yes, I see the need in the future for work along these lines.

Senator BARTLETT. And the future can't be delayed too long, as I see it, if they are dying off and the oysters may be lost entirely.

Mr. McKERNAN. That is a very good point.

Senator BARTLETT. How much money could you use for this needed study in the next fiscal year? Let me withdraw that question, and in lieu thereof ask you to submit, for the record, a statement pertaining to the problem and the funds necessary for the initiation of a Federal research program.

Mr. McKERNAN. All right.

Senator BARTLETT. Would you have to have an additional appropriation, or would it be available within funds appropriated to you generally? Please include this information in the statement?

Mr. McKERNAN. All right. Thank you.

(The information referred to follows:)

OYSTER MORTALITIES

For several years the Pacific coast has suffered widespread oyster mortalities, mostly of Japanese oysters. Kills have been heaviest on oysters in their second summer on grounds from British Columbia to Humboldt Bay, Calif. Many deaths have been in areas where industrial pollution is unlikely. It is generally believed that disease may be the causative factor. Reports of such mortalities are increasing and there is fear of an epidemic such as the one which has crippled the oyster industry of Delaware and Chesapeake Bays.

The Pacific Marine Fisheries Commission and the Pacific Coast Oyster Growers Association have proposed a cooperative research program to determine the extent and cause of these kills and to recommend solutions. They have proposed that $250,000 annually be made available to the Bureau of Commercial Fisheries for the study. We estimate that the program could be carried out with the funding proposed. The work would be done under contract by the States, assisted by the University of Washington and the Bureau's Biological Laboratory at Oxford, Md. The university has been carrying out limited oyster mortality studies under contract with the Bureau and the Oxford Laboratory has special skills and facilities for the study of shellfish diseases.

The program would include the following studies:

(1) Monitor oyster beds to trace occurrence of diseases;
(2) Check growth and survival of experimental plantings;
(3) Study oysters and their environment to find causes of death;
(4) Determine type and life history of micro-organisms found in oysters;
(5) Determine treatment or develop methods of oysters farming to minimize effects, if disease is found; and
(6) Continue assistance to oystermen in scientific farming methods.

The Bureau budget does not include funds that could be diverted to finance the proposed studies, without curtailing other programs considered to be of equal importance.

STUDY OF CAUSES OF DEATH PROPOSED

Senator BARTLETT. In this connection, Mr. Chairman, I would like again, on behalf of Senator Magnuson, to submit for the record two telegrams.

Chairman HAYDEN. That may be done.

(The communications referred to follow:)

SEATTLE, WASH., *February 27, 1965.*

Hon. WARREN G. MAGNUSON,
U.S. Senate,
Washington, D.C.:

Pacific scientists have planned a proposed study to determine causes of Pacific oyster mortalities. This will require $250,000 added to Bureau Commercial Fisheries budget for start of this program. Detailed program being airmailed to you.

PACIFIC COAST OYSTER GROWERS ASSOCIATION.

FEBRUARY 26, 1965.

Senator THOMAS H. KUCHEL,
Senator WARREN G. MAGNUSON,
Senator MAURINE B. NEUBERGER,
Senator HENRY M. JACKSON,
U.S. Senate,
Washington, D.C.:

Regarding March 2 appropriations hearing. As a result of Pacific Coast Oyster Growers Association and Pacific Marine Fisheries Commission resolutions, conferences between fishery agencies of Washington, Oregon, and California, and Bureau, Commercial Fisheries, a copy of proposed study of Pacific coast oyster mortalities is being sent you under separate cover. Pacific Marine Fisheries Commission urges inclusion of funds for proposal in 1966 budget.

LEON A. VERHOEVEN,
Executive Director, Pacific Marine Fisheries Commission.

Senator BARTLETT. I have no further questions. Thank you, Mr. McKernan.

Senator MUNDT. I have submitted my questions in writing.

(The questions and the responses follow:)

OAHE RESERVOIR, S. DAK.

Question 1.—Please outline in detail your progress on the work on the Oahe Reservoir in South Dakota that is headquartered at Mobridge.

Answer.—The objectives of the Bureau's fishery research program on reservoirs are to develop knowledge and understanding of the biology of reservoir fish and the size and fluctuations in abundance of reservoir fish populations, to determine the distribution of commercial fish by season and locality, to test and recommend methods for harvesting fish economically, and to acquire information from which to recommend measures for achieving optimum utilization of the commercial fishery resource compatable with multiple-purpose benefits of reservoirs.

Headquarters for the program is at Mobridge, S. Dak. Initially, four small boats were used in the investigations; but we expect delivery of a new $45,000 research vessel soon. This vessel will utilize modern electronic equipment and fishing gear to test various fishing methods and to sample fish populations throughout the reservoir. The present program staff includes six permanent and five temporary employees.

The first commercial fishery contract for Oahe Reservoir was issued by the State of South Dakota in July 1964. Although the new fishery on Oahe Reservoir is relatively small, it is a sound and acceptable industry capable of expanding to meet market demands and of altering its operation in line with new developments and information resulting from our studies. Operating out of Mobridge, S. Dak., commercial fishermen landed 360,000 pounds of fish valued at $43,000 during July to November 1964; 92 percent of the catch was bigmouth and smallmouth buffalo. Catfish, carp, and drum made up 5 percent, and sport fish only 3 percent of the catch.

Since our program commenced in July 1963, approximately 240,000 fish have been taken by various types of fish sampling gear used by Bureau biologists. Our biologists have examined the catches and have made detailed studies of the length, weight, sex, and stages of maturity of over 23,000 fish. In addition, scales for age determination have been taken from nearly 5,000 fish and over 95,000 fish have been either fin-clipped or tagged in order to trace their movements and to aid in establishing population sizes. Landings of fish by the commercial fishery also were examined. Counts and weights are obtained for each species in the catch, fishing effort is determined, marked and tagged fish are recorded, scale samples are taken, and the size, composition, and growth rates of commercial fish are tabulated.

Marking and tagging studies already have provided some information on the movement, distribution, and rate of harvest of some species. We find, for example, that northern pike tend to stay in localized areas, while buffalo appear to spend the spring and summer in the upper section of the reservoir and the fall and winter in the lower section. More precise information will be available when more fin-clipped and tagged fish are recaptured and released.

Buffalo, the most abundant species, make up 40 percent of the catch in all experimental years. Those taken by the commercial fishery average from 7 to 9 pounds each, and most are 5 years old. The large crop of buffalo hatched in 1962, averaging about 2 pounds each, should enter the commercial fishery in about 2 years. On the basis of the present mark and recovery studies, the commercial fishery has taken only 5 percent of the buffalo now available to commercial gill nets, the only commercial gear used in quantity.

The northern pike is by far the most important sport fish and those available to the sports fishery were hatched in 1962 (2 years old) and range from 4 to 10 pounds. Fifteen- and twenty-pound pike are common, and the largest observed was 30 pounds (6 years old). Another sport fish that is abundant, but for unknown reasons is seldom taken by anglers, is the crappie. An unusually large population of these fish are present and many weigh from one-half to 1 pound, and some 2 to 3 pounds.

ESTABLISHMENT OF COMMERCIAL FISHERY

Question 2.—Have you made progress as far as establishing a successful commercial fishery there?

Answer.—The commercial fishery, which was established on the Oahe Reservoir during 1964, consisted of seven vessels. Although small, this fishery is sound and capable of expanding to meet market demands as well as to capitalize on new developments and information resulting from Bureau research efforts. This fishery, operating out of Mobridge, S. Dak., landed 360,000 pounds of commercial fish valued at $43,000, or an average ex-vessel price of about $0.12 per pound, during July–November 1964. Ninety-two percent of the catch was bigmouth and smallmouth buffalo. Paddlefish, catfish, carp, and drum made up 8 percent of the catch; and sportfish, including paddlefish, made up only 3 percent.

PURCHASE OF VESSEL

Question 3.—It is my understanding that you have $45,000 left from last year's appropriation which was earmarked for purchase of a vessel.

Answer.—The $45,000 which was provided in the fiscal year 1965 appropriation for purchase of a vessel is treated as a reduction for a nonrecurring item in the fiscal year 1966 budget. The $45,000 will not, therefore, be available for this program in fiscal year 1966.

TRAINING PROGRAMS IN COMMERCIAL FISHING PROCEDURES

Question 4.—It is also my understanding that there is great demand for a training program to train some of our citizens especially Indians in the commercial fishing procedures.

Answer.—A number of groups have agreed to participate or have indicated an interest in furthering a training program. The groups include the Employment Service, the Department of Public Instruction, and the Department of Game Fish and Parks, of the State of South Dakota; the Cheyenne River Sioux and Standing Rock Reservations Tribal Council; the city of Mobridge; the Bluff City Fish Co.; the Bureau of Indian Affairs and our Bureau. An initial program to provide commercial fishing instructions to 12 trainees from Indian reservations adjacent to Oahe Reservoir was recently submitted to the Department of Health, Education, and Welfare for approval and financing under an Area Redevelopment Administration program.

Question 5.—Could this money be utilized for such a program?

Answer.—It is our opinion that funds appropriated to the Bureau can be used for training individuals in commercial fishing practices. However, funds for such purposes are not included in our fiscal year 1966 budget for the reservoir research program.

ADEQUACY OF FUNDING OF PROGRAM AT OAHE RESERVOIR

Question 6.—Is your program at Mobridge adequately funded for next year?

Answer.—Our fiscal year 1966 budget for this program does not include funds for extension of fishery development and research activities in the tail waters immediately below dams. The cost of such a program is estimated at $55,000 annually. Three additional scientists would be required to conduct the work. Great concentrations of fishes are common in waters below the dams at certain times of the year. The capture of large quantities of these fish would be possible at relatively low cost if methods of fishing suited to such areas could

be worked out. The greatest potential for immediate fishery development is in the waters just below the dams at Oahe, Randall, Big Bend, and Lewis and Clark Reservoirs. Experimentation to develop procedures and gear would be done at the dam on one reservoir but, once the development was accomplished, fishing rights could be contracted by the State to commercial operators or Indian groups.

ESTABLISHMENT OF CANNERY

Question 7.—What is your thought on the possibility of establishing a cannery at Mobridge? Perhaps they could utilize some of the rough fish for pet food. I wonder if it couldn't be a cooperative affair with Commercial Fisheries, Bureau of Indian Affairs, and some of the tribes cooperating? What would you estimate would be the cost of such a venture?

Answer.—The pet food industry is a highly competitive one. In order to be successful, pet food canning operations traditionally have been based on sustained high production, consistent high-quality products a low margin of profit, promotion of a nationally known brand, and backed by a large firm such as Quaker Oats, Ralston Purina, and others.

The Bureau believes that it would not be economically feasible at this time to establish a cannery at Mobridge, S. Dak., for the production of pet food utilizing rough fish from the Oahe and other reservoirs and tail waters in South Dakota for the following reasons:

1. Our research data on experimental fishing efforts is not sufficient to evaluate what is the composition (species) of the catch using various types of gear.
2. The efficiency of the gear for "selective" fishing for rough fish species in the reservoirs has not been determined.
3. The sustained production potential of rough fish from the reservoirs is not known at this time.
4. The species that may be utilized in the production of canned pet food have not been evaluated as to suitability for canning.
5. The nutritive quality of the finished product, which is vital for the successful marketing of it, has not been determined.
6. There have been no experimental test packs produced for comparative analysis with products in the same price bracket now on the U.S. market.

The Bureau has the capability of providing assistance and technical information to some of the Indian tribes regarding establishment and operation of a fishery co-op. At such time as it appears economically feasible to develop a pet food canning operation in the Mobridge area, we would be happy to work with the Indian tribes in setting up a co-op.

An estimated fixed capital cost of $400,000 would be required to establish a cannery at Mobridge, based on our knowledge of existing facilities and equipment utilized in canning fish products.

Question 8.—I have had several letters from constituents who are concerned over the use of gill nets by commercial fishermen in South Dakota. Can you tell me whether you use gill nets in your work in the State and give me your thoughts as to the effect gill nets have on sport fish?

Answer.—We use gill nets in our studies on Oahe Reservoir for two purposes: First, to evaluate this gear insofar as its effectiveness in catching commercial quantities of commercial fish and its impact on sport fish; second, as a fishing method for collecting fish for biological studies.

With regard to the effect gill nets have on sport fish, it is true that some sport fish are killed by gill nets, but such losses have been small. For example, in Oahe Reservoir during 1964, sport fish made up only 3 percent of the total commercial gill net catch of some 320,000 pounds of fish. On Fort Randall Reservoir an average of only 4,100 sport fish were taken inadvertently during each of the past 5 years in commercial gill nets. During those years the commercial fish harvest averaged 350,000 pounds a year. A catch of 4,100 sport fish amounts to only 1 fish per 20 surface acres. This is considered an insignificant amount.

We are not sure, at this time, whether gill net fishing in South Dakota has had any appreciable impact, good or bad, on the sport fish resource. The harvest of commercial fish by gill nets tends to reduce the competition for food between sport and commercial species and should be reflected as an increase in survival and growth of sport fish from increased availability of food. We know that the number of sport fish taken is so small that it is unlikely that a noticeable decline in their populations could be detected. Certainly we are convinced that the South Dakota Department of Game, Fish, and Parks has made adequate provisions in its commercial fishing regulations to minimize losses of sport fish by the use of gill nets.

TUESDAY, MARCH 2, 1965.

BUREAU OF SPORT FISHERIES AND WILDLIFE

STATEMENTS OF JOHN S. GOTTSCHALK, DIRECTOR; ABRAM V. TUNISON, DEPUTY DIRECTOR; RAYMOND E. JOHNSON, ASSISTANT DIRECTOR, SPORT FISHERIES; NOBLE E. BUELL, ASSISTANT DIRECTOR, WILDLIFE; JAMES T. McBROOM, ASSISTANT DIRECTOR, TECHNICAL SERVICES; SAMUEL BENJAMIN, ASSISTANT DIRECTOR, ADMINISTRATION; C. EDWARD CARLSON, CHIEF, DIVISION OF WILDLIFE RESEARCH; RAYMOND E. PODOLAK, CHIEF, DIVISION OF BUDGET AND FINANCE; ROY E. PELTO, BUDGET OFFICER; AND HARVEY B. MACK, ASSISTANT DIRECTOR OF BUDGET, DEPARTMENT OF THE INTERIOR

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

Chairman HAYDEN. We will now hear from the Bureau of Sport Fisheries and Wildlife.

For fiscal year 1966, the Bureau of Sport Fisheries and Wildlife requires an estimated $34,935,000 for "Management and investigations of resources," an increase of $75,000 over the amount appropriated in fiscal year 1965. The justification for this budget estimate will be included in the record.

(The justification referred to follows:)

MANAGEMENT AND INVESTIGATIONS OF RESOURCES

HIGHLIGHT STATEMENT

The purpose and long-range objectives of the program for management and investigations of resources are the perpetuation, use, and enjoyment by the people of the sport fish and wildlife resources of the Nation. These objectives are attained through production and distribution of hatchery fish; the maintenance of a nationwide system of wildlife refuges; the regulation of migratory bird hunting; and the management of fish and wildlife populations by scientific research and methods, all conducted in cooperation with the States and private organizations.

In 1965, appropriation increases provided for additional pay costs, operation of new stations and facilities and expansion of programs in certain areas to better meet Bureau responsibilities. Funds were provided for operation of new facilities at 34 fish hatcheries. Fishery management services were expanded by an additional cooperative fishery unit and a fishery management project. Fishery research was expanded in the fields of husbandry methods, reservoir, marine, genetics, and pesticides research. Additional funds were provided to operate nine new refuges, and to improve maintenance and protection at all refuges. Replacement of three aircraft and overhaul of others for the enforcement program were provided. Wildlife research was expanded in the areas of waterfowl management and pesticides research. A supplemental appropriation initiated a pesticides registration function and replaced the loss of revenue from the Bureau's 75-percent share of oil royalties.

The 1966 estimate reflects savings from the deactivation of 9 hatcheries curtailed operations at 10 wildlife refuges and a reduction in federally paid mammal control work in certain areas. The increases are for wage board pay increases; operation of new facilities at seven fish hatcheries and eight refuges; planning for the National Fisheries Center and Aquarium; providing for additional workload in the bird banding program, comprehensive basin planning and the registration of pesticidal chemicals and for employee's compensation payments.

There is no substantive language change.

Management and investigations of resources

Appropriation, 1964	$30,589,900
Transferred to "Operating expenses, Public Buildings Service," General Services Administration	−49,017
Transferred to "Resources management," Bureau of Indian Affairs	−60,000
Total available, 1964	30,480,883
Appropriation, 1965	33,810,000
Supplemental appropriation, 1965	1,050,000
Pay cost supplemental	294,000
Total appropriation, 1965	35,154,000
Comparative transfer to "Operating expenses, Public Buildings Service," General Services Administration	−22,489
Total available, 1965	35,131,511

SUMMARY OF INCREASES AND DECREASES, 1966

Management of fishery resources:	
Savings from deactivation of 9 hatcheries whose continued operation would be uneconomical, $286,000 and an increase in quarters deductions, $10,000	−$296,000
To provide for operation of 7 new hatcheries	+66,000
To provide for planning of the National Fisheries Center and Aquarium	+50,000
To provide for wage board pay increases	+75,000
	−105,000
Extension and training (on change)	
Fishery research: To provide for wage board pay increases	+1,000
Administration of wildlife resources:	
Savings from curtailed operations at 11 wildlife refuges, $200,000 and an increase in quarters deductions, $10,000	−210,000
To provide for management of 8 new refuges	+210,000
To provide for an increase in employees' compensation payments	+11,398
To provide for wage board pay increases	+105,091
	+116,489
Control of predatory animals and injurious rodents: Savings from a reduction in Federally paid mammal control work in certain areas	−350,000
Wildlife research: To provide for additional work in the bird banding program	+50,000
Soil and moisture conservation (no change)	
River basin studies: To provide for additional work on comprehensive basin planning cooperation with the Department of Agriculture	+36,000
Pesticides registration: To provide for evaluation of an increased number of pesticidal chemicals	+55,000
Net decrease, 1966	−196,511
Budget estimate, 1966	34,935,000

Analysis by activities (direct appropriation)

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers [1]	Amount available
1. Management of fishery resources	$6,767,678	$7,283,000	$56,000	----------	$7,339,000
2. Extension and training	888,879	999,000	12,000	----------	1,011,000
3. Fishery research	2,066,370	2,787,000	29,000	----------	2,816,000
4. Administration of wildlife resources	12,209,617	14,194,000	108,000	−$16,489	14,285,511
5. Control of predatory animals and injurious rodents	2,677,280	2,710,000	21,000	----------	2,731,000
6. Wildlife research	3,763,216	4,695,000	47,000	----------	4,742,000
7. Soil and moisture conservation	672,768	705,000	----------	----------	705,000
8. River basin studies	1,278,740	1,337,000	20,000	−6,000	1,351,000
9. Pesticides registration	----------	150,000	1,000	----------	151,000
Unobligated balance lapsing	156,335	----------	----------	----------	----------
Total	30,480,883	34,860,000	294,000	−22,489	35,131,511

[1] Represents transfers to General Services Administration.

Analysis by activities (direct appropriation)

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
1. Management of fishery resources	$6,767,678	$7,339,000	$7,234,000	−$105,000
2. Extension and training	888,879	1,011,000	1,011,000	----------
3. Fishery research	2,066,370	2,816,000	2,817,000	+1,000
4. Administration of wildlife resources	12,209,617	14,285,511	14,402,000	+116,489
5. Control of predatory animals and injurious rodents	2,677,280	2,731,000	2,381,000	−350,000
6. Wildlife research	3,763,216	4,742,000	4,792,000	+50,000
7. Soil and moisture conservation	672,768	705,000	705,000	----------
8. River basin studies	1,278,740	1,351,000	1,387,000	+36,000
9. Pesticides registration	----------	151,000	206,000	+55,000
Unobligated balance lapsing	156,335	----------	----------	----------
Total	30,480,883	35,131,511	34,935,000	−196,511

Analysis by activities (total funds)

Activity and appropriation	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (—) or decrease (—) 1966 compared with 1965
1. Management of fishery resources: Management and investigations of resources	$6,767,678	$7,339,000	$7,234,000	—$105,000
2. Extension and training: Management and investigations of resources	888,879	1,011,000	1,011,000	
3. Fishery research:				
Management and investigations of resources	2,066,370	2,816,000	2,817,000	+1,000
Federal aid in fish restoration and management	23,491	24,000	23,900	—100
Subtotal	2,089,861	2,840,000	2,840,900	+900
4. Administration of wildlife resources:				
Management and investigations of resources	12,209,617	14,285,511	14,402,000	+116,489
Expenses for sales, etc., in refuges, Migratory Bird Conservation Act	162,010	178,073	191,000	+12,927
Management of national wildlife refuges	1,868,501	1,106,533	1,333,541	+227,008
Subtotal	14,240,128	15,570,117	15,926,541	+356,424
5. Control of predatory animals and injurious rodents: Management and investigations of resources	2,677,280	2,731,000	2,381,000	—350,000
6. Wildlife research:				
Management and investigations of resources	3,763,216	4,742,000	4,792,000	+50,000
Federal aid in wildlife restoration	269,122	279,400	278,500	—900
Subtotal	4,032,338	5,021,400	5,070,500	+49,100
7. Soil and moisture conservation: Management and investigations of resources	672,768	705,000	705,000	
8. River basin studies:				
Management and investigations of resources	1,278,740	1,351,000	1,387,000	+36,000
Federal aid in wildlife restoration	17,102			
General Investigations, Bureau of Reclamation	315,770	393,848	354,100	—39,748
Construction and Rehabilitation, Bureau of Reclamation	305,060	343,042	333,085	—9,957
General Investigations, Corps of Engineers, Civil	203,883	208,766	296,700	+87,934
Construction, General, Corps of Engineers, Civil	503,011	526,762	479,500	—47,262
Subtotal	2,623,566	2,823,418	2,850,385	+26,967
9. Pesticides registration: Management and investigations of resources		151,000	206,000	+55,000
Total, direct appropriation	30,324,548	35,131,511	34,935,000	—196,511
Other funds	3,667,950	3,060,424	3,290,326	+229,902
Grand total	33,992,498	38,191,935	38,225,326	+33,391

1. Management of fishery resources

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (—) 1966 compared with 1965
(a) Fish hatcheries	$6,749,734	$7,321,000	$7,216,000	—$105,000
(b) Enforcement of Black Bass law	17,944	18,000	18,000	
Total	6,767,678	7,339,000	7,234,000	—105,000

(a) FISH HATCHERIES

The estimate of $7,216,000 is a decrease of $105,000 consisting of—

(1) A decrease of $296,000 due to program savings from (*a*) deactivation of 9 hatcheries whose continued operation would be uneconomical: Creede, Colo., $15,000; Rochester, Ind., $40,300; Berkshire, Mass., $32,800; Tupelo, Miss., $32,900; Hot Springs,. N. Mex., $40,300; Pisgah Forest, N.C., $12,400; Allegheny Forest, Pa., $36,200; San Marcos, Tex., $60,200; New Castle, Va., $15,900, for a total of $286,000 and 25 permanent and 19 temporary positions, and (*b*) savings of $10,000 from increases in quarters deductions.

(2) An increase of $191,000 and seven permanent positions consisting of $75,000 for wage board costs, and $66,000 and four permanent positions for operation of new facilities at seven hatcheries, and $50,000 and three permanent positions for planning the operation of the National Fisheries Center and Aquarium.

Need for increase

The increase of $191,000 and seven permanent positions is needed for the following:

National Fisheries Center and Aquarium, $50,000 and three positions.—Of the three additional positions, two of a highly technical nature are needed to provide research on water quality, filtering processes, and other phases affecting the type of water systems to be utilized; and one engineering position is needed to work with the architects and to insure that operational requirements are met. Additional funds are also needed for travel to consult with the architects and for training and supply, material, and equipment costs.

Wage board increases.—$75,000 is needed for wage board increases. Employees occupying unclassified positions in the trades, crafts, or occupations are compensated at hourly rates of pay which are fixed and adjusted from time to time to correspond with prevailing rates in the local recruiting areas, through wage rate surveys and wage board action. Unlike classified positions where salarly increases are offset by normal turnover, with replacements usually starting at the base salary for the grade, replacement employees in the unclassified group must be recruited and hired at the currently approved rate, with the result that there is no salary saving. The estimate of $75,000 will cover the increased cost of these positions.

Operation of new hatcheries and new facilities.—$66,000 and four positions will permit use of new facilities at seven hatcheries. These funds will be utilized for salaries, fish food, and other operational expenses, and costs of distributing the increased production of fish. Funds for construction of new hatcheries and expansion or improvement of rearing facilities at existing hatcheries have been included in appropriations for past years. The 42 stations included in this construction program are located in areas where the need for fish for stocking purposes has far exceeded production. The construction program is greatly expanding facilities for the propagation of fish at these hatcheries. A listing of the hatcheries follows:

Operation of new hatcheries and new facilities constructed at existing hatcheries

Hatchery	Fiscal year 1965 amount available		Increase		Fiscal year 1966 estimate		When operating at 100 percent of capacity	
	Operating costs	Estimate production (pounds)	Operating costs	Estimate production (pounds)	Operating costs	Estimate production (pounds)	Operating costs	Estimate production (pounds)
Carbon Hill, Ala.[1]	$32,250	6,000			$32,250	6,000	$41,250	8,000
Marion, Ala.[1]	95,650	12,000			95,650	12,000	118,650	17,600
Alchesay, Ariz.[2]	111,900	95,000			111,900	95,000	150,500	145,000
Corning, Ark.[1]	35,150	6,000			35,150	6,000	46,950	10,000
Greers Ferry Dam, Ark.[2]	40,100				40,100		138,300	150,000
Mammoth Spring, Ark.[1]	44,000	6,800			44,000	6,800	52,000	8,100
Norfolk, Ark.[2]	187,400	220,000			187,400	220,000	260,500	350,000
Coleman, Calif.[3]	254,700	285,000	$7,000	9,000	261,700	294,000	294,700	350,000
Leadville, Colo.[3]	88,700	115,000			88,700	115,000	102,700	138,000
Chattahoochee Forest, Ga.[3]	77,950	65,000			77,950	65,000	105,550	100,000
Cohutta, Ga.[1]	34,800	5,900			34,800	5,900	38,700	7,500
Warm Springs, Ga.[1]	24,900	1,000			24,900	1,000	30,200	1,800
Hagerman, Idaho [2]	141,100	220,000			141,100	220,000	184,700	310,000
Natchitoches, La.[1]	46,200	11,000			46,200	11,000	61,200	16,000
Craig Brook, Maine [3]	63,800	35,000			63,800	35,000	83,800	50,000
Hiawatha Forest, Mich.[3]	29,600	20,000			29,600	20,000	40,600	34,000
Jordan River, Mich.[3]	99,900	60,000	19,000	25,000	118,900	85,000	126,900	100,000
Lyman, Miss.[1]	40,450	6,800			40,450	6,800	55,450	11,300
Meridian, Miss.[1]	33,950	3,800			33,950	3,800	40,950	5,300
Neosho, Mo.[4]	50,400	38,000	6,000	7,500	56,400	45,500	61,400	53,000
Bozeman, Mont.[2]	37,750	55,000			37,750	55,000	62,750	93,000
Creston, Mont.[3]	67,400	78,000			67,400	78,000	87,400	110,000
Ennis, Mont.[3]	136,050	190,000			136,050	190,000	163,050	235,000
Lahontan, Nev.[3]	10,100				10,100		125,100	125,000
Berlin, N.H.[3]	83,900	90,000			83,900	90,000	105,300	115,000
Mescalero, N. Mex.[3]							60,000	50,000
Cortland, N.Y.[3]	58,550	15,000			58,550	15,000	73,050	20,000
Garrison Dam, N. Dak.[4]	68,450	13,500	8,000	3,300	76,450	16,800	83,450	20,000
Tishomingo, Okla.[1]	73,550	11,500	10,000	2,200	83,550	13,700	98,550	17,500
Lamar (including Tylersville), Pa.[4]	131,450	132,000			131,450	132,000	198,450	210,000
Cheraw, S.C.[1]	29,900	2,900			29,900	2,900	33,900	4,000
Orangeburg and Orangeburg County, S.C.[1]	51,250	6,000	10,000	1,500	61,250	7,500	74,250	10,000
Gavins Point, S. Dak.[1]	84,600	10,000	6,000	1,200	90,600	11,200	93,600	12,000
Dale Hollow Dam, Tenn.[3]	34,300				34,300		126,300	100,000
Springville, Utah [4]	96,700	80,000			96,700	80,000	105,700	100,000
Harrison Lake, Va.[1]	35,200	3,500			35,200	3,500	41,300	5,000
Wytheville, Va. (new)[2]	22,200				22,200		110,200	100,000
Leavenworth Wash.[3]	101,000	60,000			101,000	60,000	132,000	85,000
Quilcene, Wash.[1]	83,700	79,000			83,700	79,000	109,100	109,000
Leetown, W. Va.[4]	120,750	50,000			102,750	50,000	107,750	55,000
Saratoga, Wyo.[2]	50,850	30,000			50,850	30,000	79,850	50,000
Total	2,892,550	2,118,700	66,000	49,700	2,958,550	2,168,400	4,106,050	3,491,100

[1] Warm-water hatchery
[2] Trout hatchery.
[3] Combination hatchery, salmon and trout.
[4] Combination hatchery, warm-water and trout.

NOTE.—All cost figures exclude major maintenance and equipment items.

The total estimate is broken down by functions, as follows:

	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−)
Production	$4,157,900	$4,065,700	−$92,200
Distribution	443,700	434,500	−9,200
Maintenance	2,303,000	2,257,000	−46,000
Recreation	366,000	358,400	−7,600
Planning (National Fisheries Center and Aquarium)	50,400	100,400	+50,000
Totals	7,321,000	7,216,000	−105,000

Production.—In fiscal year 1964, approximately 3,420,000 pounds of fish were produced, an increase of 7 percent over the previous year. It is estimated that production for 1965 is increased an additional 250,000 pounds. Production for 1966 will be approximately 3,617,000 pounds, or 82 percent of the capacity of all facilities.

Distribution.—Through the use of better designed fish distribution tanks, which incorporate more sophisticated oxygenating and water temperature control equipment, the national fish hatchery system has been able to steadily increase distribution loads and hold costs at a fairly constant level. In 1954, an average of 244 pounds of fish were carried per trip; in 1963 this had increased to 525 pounds per trip. In 1966, it is estimated that more than 2,677,000 pounds of fish will be distributed by hatchery trucks. Additional poundages will be distributed in plastic bags through the mails, and others by aircraft. Both of these methods are undergoing special study programs to assess their efficiency and measure the extent of possible cost and manpower reductions. In 1964, some 6 million fish were stocked in Lake Powell from a C–46 aircraft under contract to the Bureau. This procedure resulted in savings over conventional truck distribution methods of some $12,000 and 1,100 man-hours.

Maintenance.—The estimate provides funds for recurring station maintenance of production facilities, buildings, and other physical facilities, including purchase of necessary supplies, materials, and equipment for both major and minor maintenance. The replacement value of the physical plant of the national fish hatchery system is in excess of $51,561,000 and requires annual maintenance of approximately $1,689,000. In 1966, this planned program of annual maintenance will be at 44 percent of optimum level.

Recreation.—In addition to the propagation and distribution of fish which contribute materially to the fresh water and marine fishery of 550 million man-days of fishing each year, the hatchery installations offer direct recreation and conservation education opportunities to the public, in the form of sightseeing, picnic areas, aquariums and visitor centers, and contacts with public groups. These programs will continue in 1966 at the current minimum level. During the period 1951 to 1961, the number of visitors to national fish hatcheries (not including the Washington, D.C., Aquarium) increased from 700,000 to 1,274,000 per year. It is estimated that the number of visitors will total approximately 1,696,000 in 1966.

Planning.—The act of October 9, 1962 (16 U.S.C. 1051 et seq.), authorized construction of a National Fisheries Center and Aquarium in Washington, D.C. Activities will be primarily devoted to research and planning functions to enable the staff to keep pace with the architects in preparing drawings and specifications prior to construction.

Plan of work

The $7,216,000 estimate is for cost of operation and maintenance of hatcheries and distribution of fish produced, operation of the existing aquarium, and planning for the National Fisheries Center and Aquarium in Washington, D.C. The Bureau works in connection with all States in the distribution of hatchery-reared fish to insure that stocking will conform with management plans and to avoid duplication of effort. During the year, personnel will be engaged in several programs to reduce costs and improve manpower utilization. The more significant projects include a continuing study and survey of marginal stations to effect closures where warranted; full promulgation of a new system for handling and reporting fish applications; and continuance of a program initiated in fiscal year 1965 to increase automation of routine jobs, develop better specialized

equipment items, and improve various fish-cultural techniques. Continued applications of research findings in the fields of fish nutrition and pathology are expected to further enhance operating efficiency and improve the quality of hatchery-reared fish. Greater attention will also be directed to reduction of internal reports and improved reporting practices, using ADP where practicable. More emphasis will also be placed on production planning techniques and procedures to fully gear actual production with management requirements. The total estimate is broken down by stations as follows:

Station	Estimate, 1965	Increase (+) or decrease (−)		Estimate, 1966
		Operation and maintenance	Permanent positions	
Alabama:				
Carbon Hill	$37,700	+$400		$38,100
Marion	105,400	+1,400		106,800
Arizona:				
Alchesay	113,500	+1,700		115,200
Williams Creek	95,600	+1,000		96,600
Willow Beach	193,800	+1,600		195,400
Arkansas:				
Corning	36,800	+400		37,200
Greers Ferry Dam	40,100	+500		40,600
Mammoth Spring	62,900	+500		63,400
Norfolk	187,400	+2,500		189,900
California: Coleman	338,000	+10,500		348,500
Colorado:				
Creede	15,000	−15,000	−2	
Leadville	110,900	+1,200		112,100
Florida: Welaka	99,400	+800		100,200
Georgia:				
Chattahoochee Forest	106,600	+1,100		107,700
Cohutta	51,300	+400		51,700
Millen	81,900	+600		82,500
Warm Springs	30,100	+200		30,300
Idaho: Hagerman	149,800	+1,900		151,700
Indiana: Rochester	40,300	−40,300	−4	
Iowa:				
Fairport	32,000	+300		32,300
Guttenberg	74,200	+500		74,700
Manchester	68,300	+900		69,200
Kansas:				
Cedar Bluff	43,300	+500		43,800
Farlington	31,900	+300		32,200
Kentucky: Frankfort	64,000	+400		64,400
Louisiana: Natchitoches	48,200	+600		48,800
Maine: Craig Brook	91,000	+1,000		92,000
Massachusetts:				
Berkshire	32,800	−32,800	−3	
North Attleboro	53,900	+600		54,500
Michigan:				
Charlevoix	20,000	+200		20,200
Hiawatha Forest	46,700	+300		47,000
Jordan River	99,900	+20,700	+2	120,600
Pendills Creek	75,900	+800		76,700
Minnesota: New London	45,800	+400		46,200
Mississippi:				
Lyman	41,200	+500		41,700
Meridian	36,700	+400		37,100
Tupelo	32,900	−32,900	−3	
Missouri: Neosho	58,400	+6,600	+1	65,000
Montana:				
Bozeman	39,300	+400		39,700
Creston	78,300	+800		79,100
Ennis	154,100	+1,800		155,900
Miles City	51,600	+500		52,100
Nebraska: Crawford	39,900	+400		40,300
Nevada: Lahontan	10,100			10,100
New Hampshire:				
Berlin	101,800	+1,200		103,000
Nashua	58,500	+700		59,200
New Mexico:				
Dexter	43,900	+300		44,200
Hot Springs	40,300	−40,300	−3	
Mescalero				
Santa Rosa	55,300	+400		55,700
New York: Cortland	64,000	+700		64,700
North Carolina:				
Edenton	35,200	+400		35,600
McKinney Lake	36,500	+400		36,900
Pisgah Forest	12,400	−12,400	−1	
Pisgah Forest No. 2	93,600	+1,300		94,900

Station	Estimate, 1965	Increase (+) or decrease (−)		Estimate, 1966
		Operation and maintenance	Permanent positions	
North Dakota:				
Baldhill Dam	15,800	+100		15,900
Garrison Dam	78,100	+8,900	+1	87,000
Valley City	34,200	+200		34,400
Ohio:				
Hebron	47,300	+400		47,700
Senecaville	45,200	+300		45,500
Oklahoma: Tishomingo	103,900	+10,800		114,700
Pennsylvania:				
Allegheny Forest	36,200	−36,200	−3	
Lamar (including Tylersville unit)	185,800	+1,900		187,700
South Carolina:				
Cheraw	29,900	+300		30,200
Orangeburg and Orangeburg County	54,400	+10,600		65,000
Walhalla	81,000	+1,100		82,100
South Dakota:				
Gavins Point	95,800	+7,100		102,900
McNenny	60,100	+700		60,800
Spearfish	55,000	+200		55,200
Tennessee:				
Dale Hollow Dam	34,300	+400		34,700
Erwin	79,800	+800		80,600
Texas:				
Austin	41,700	+400		42,100
Forth Worth	40,300	+400		40,700
Inks Dam	46,100	+300		46,400
San Marcos	60,200	−60,200	−4	
Uvalde	37,400	+400		37,800
Utah: Springville	99,600	+1,700		101,300
Vermont: Pittsford	71,600	+1,000		72,600
Virginia:				
Harrison Lake	38,700	+400		39,100
New Castle	15,900	−15,900	−2	
Paint Bank	97,100	+1,500		98,600
Wytheville	34,300	+400		34,700
Wytheville (new)	22,200	+200		22,400
Washington:				
Carson	20,000			20,000
Entiat	72,900	+600		73,500
Leavenworth	112,300	+1,300		113,600
Little White Salmon	15,000			15,000
Quilcene	87,200	+1,100		88,300
Spring Creek	6,000			6,000
Winthrop	68,300	+700		69,000
West Virginia:				
Bowden	108,000	+1,200		109,200
Leetown	109,000	+1,300		110,300
White Sulphur Springs	70,900	+600		71,500
Wisconsin:				
Genoa	47,700	+400		48,100
La Crosse (no production of fish)	27,600	+300		27,900
Lake Mills	39,300	+400		39,700
Wyoming:				
Jackson	52,400	+600		53,000
Saratoga	53,800	+600		54,400
Operation and maintenance of fish screens, Yakima, Wash	26,700	+300		27,000
Regional offices:				
Portland, Oreg	75,600			75,600
Albuquerque, N. Mex	107,300			107,300
Minneapolis, Minn	119,400			119,400
Atlanta, Ga	109,800			109,800
Boston, Mass	89,700			89,700
Washington, D.C.:				
Central office staff	340,700			340,700
Aquarium	60,700	+100		60,800
National Fisheries Center and Aquarium	50,400	+50,000	+3	100,400
Total	7,321,000	−105,000	−18	7,216,000

(b) ENFORCEMENT OF BLACK BASS LAW

The estimate of $18,000 and two permanent positions is the same as last year.

Plan of work

The estimate of $18,000 is used for enforcement of the black bass law of 1926, as amended (16 U.S.C. 851–856). This law prohibits interstate traffic in black bass and all other fishes taken contrary to the laws of the State in which taken.

2. Extension and training

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
Extension and training	$888,879	$1,011,000	$1,011,000	----------

The estimate of $1,011,000 is the same as 1965.

Plan of work

Technical assistance in sport fishery management.—The estimate of $589,000 will provide technical guidance for approximately 255 federally owned areas and 45 Indian reservations. Waters in these locations are among the finest in the Nation and are expected to support an increasing amount of sport fishing. There is a positive Federal responsibility for their management, since State jurisdiction does not extend to many of the national parks, most Indian reservations, or to certain Department of Defense areas, and is limited on the national wildlife refuge system. On many areas, Federal and State agencies cooperate in the management of sport fishery resources. The Bureau has working agreements with the Department of Defense, the National Park Service, the Forest Service, the Bureau of Indian Affairs, and 22 Indian tribes.

Giving technical assistance to the Indian tribes has resulted in greatly increased recreational opportunities to visitors of the reservations and has added to the income of the tribes through employment of its members as guides and operators of concessions, and through development of physical facilities such as boat docks, parking areas, camp grounds, and trails for fishermen, and dams to impound new water areas. Approximately 500,000 man-days of fishing were provided on Indian reservations in 1963. The success achieved at the Fort Apache Reservation, in Arizona, where sport fishing is credited with generating 75 percent of an income of $1 million in 1963, has led other tribes to ask for assistance in conducting similar programs. Fish from the Federal hatcheries are used to maintain the fishing, and technical guidance assures their being stocked effectively in reservation waters. New programs were started on six reservations in 1963, and other tribes have requested assistance.

More than 150 Department of Defense areas depend upon Bureau biologists for technical guidance in the development and maintenance of recreational fishing. More than half of these installations (82) have completed cooperative plans for fish and wildlife management. During fiscal year 1965, additional plans, which include inventories of fish and wildlife resources, are being developed in cooperation with State conservation agencies and defense establishments, as called for by the act of September 15, 1960 (16 U.S.C. 670a-e). Sixty-one areas not presently served have asked for technical assistance in managing their sport fishery resources.

Several activities of national significance will be carried on in cooperation with the State fish and game agencies. These include fishery programs of the Upper Mississippi River Conservation Committee and the Colorado River storage project.

The important Yellowstone National Park fishery management project will be conducted on the level authorized in 1965. This undertaking is solely a departmental responsibility and is carried out on a cooperative basis with the National Park Service.

Fishery management services to be provided the public include reports, circulars, and correspondence related to sport fishery resources. Several thousand letters will be answered and information will be furnished the public in a variety of forms. Fishery circulars on sport fishery subjects, including management of ponds, improved stocking procedures and habitat improvements are planned for production in 1966. (A survey of waters affected by acid mine drainage was completed in 1964.) Public interest in outdoor recreation is increasing and leads to many requests to the Bureau for information on sport fishery subjects.

Better fishing from hatchery fish.—The estimate of $22,000 will be applied toward the more effective use of hatchery fish. Ninety national fish hatcheries are providing fish for stocking public and private waters of this country. Although a portion of the total hatchery production is allotted to the States for stocking under cooperative agreements, the Bureau maintains an interest in the contribution which all of its fish make to the betterment of sport fishing. Within the funds specified, limited guidance will be provided in the formation of stocking plans, determination of the need for hatchery fish and assistance in problems of fish distribution and selection of broodstocks. The results of stocking will be evaluated in terms of improved sport fishing and fish survival. Improved stocking plans will make for better sport fishing and increase the effectiveness of the hatchery operations.

Cooperative fishery units.—The estimate of $400,000 will maintain the cooperative fishery unit program at the 1965 level. Each cooperative fishery unit functions under an agreement involving the Bureau, a university, and usually, the fish and game department of the State where the unit is located. The program emphasizes the training of fishery scientists for employment by State and Federal agencies and at the same time, the performance of beneficial fishery research and management work. There has been a continuing shortage of fishery biologists which these training programs will help alleviate. The Federal Government is the largest single employer in the field and it has a responsibility to contribute to the training of fishery scientists. The ratio of funds is approximately half State to half Federal. The units provide opportunities for seasonal employment of students who are seeking careers in fisheries. Surveys of fishery resources on large Federal holdings, development of new management techniques, studies of fish behavior, life histories, development of recreational fishing in new impoundments, sport fishes in estuaries, genetics of warm-water fishes, fish ecology and habitat requirements are subjects receiving attention by unit staff members and graduate students under their supervision. Thirteen units are presently in operation.

The total estimate of $1,011,000 is broken down by States and projects, as follows:

Station	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Positions
Technical assistance in sport fishery management and better fishing from hatchery fish:			
Arizona:			
Parker	$14,000	$14,000	1
Phoenix	12,000	12,000	1
Springerville	12,000	12,000	1
Georgia: Atlanta (regional office)	39,000	39,000	3
Massachusetts: Boston (regional office)	28,000	28,000	3
Minnesota: Minneapolis (regional office)	39,000	39,000	3
Montana: Kalispell	14,000	14,000	1
Nebraska: Valentine	12,000	12,000	1
Nevada: Reno	14,000	14,000	1
New Hampshire: Laconia	13,000	13,000	1
New Mexico:			
Albuquerque (regional office)	39,000	39,000	3
Gallup	13,000	13,000	1
Mescalero	12,000	12,000	1
North Carolina: Pisgah Forest	16,000	16,000	2
North Dakota: Bismarck	14,000	14,000	1
Oregon: Portland (regional office)	47,000	47,000	4
Pennsylvania: Lamar	13,000	13,000	1
Tennessee: Maryville	45,000	45,000	3
Utah: Springville	24,000	24,000	2
Washington: Olympia	14,000	14,000	1
West Virginia: Bowden	30,000	30,000	2
Wisconsin: LaCrosse	14,000	14,000	1
Wyoming:			
Lander	14,000	14,000	1
Yellowstone	50,000	50,000	2
Central office: Washington, D.C.	69,000	69,000	6
Subtotal	611,000	611,000	47
Cooperative fishery units:			
Arizona: University of Arizona, Tucson	40,000	40,000	2
Colorado: Colorado State University, Fort Collins	30,000	30,000	2
Georgia: University of Georgia, Athens	30,000	30,000	2
Idaho: University of Idaho, Moscow	30,000	30,000	2
Louisiana: University of Louisiana, Baton Rouge	30,000	30,000	2
Maine: University of Maine, Orono	30,000	30,000	2
Massachusetts: University of Massachusetts, Amherst	30,000	30,000	2
Missouri: University of Missouri, Columbia	30,000	30,000	2
Montana: Montana State College, Bozeman	30,000	30,000	2
New York: Cornell University, Ithaca	30,000	30,000	1
North Carolina: North Carolina State College, Raleigh	30,000	30,000	2
Pennsylvania: Pennsylvania State University, University Park	30,000	30,000	2
Utah: Utah State University, Logan	30,000	30,000	2
Subtotal	400,000	400,000	25
Total program	1,011,000	1,011,000	72

3. Fishery research

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−) 1966 compared with 1965
Fishery research	$2,066,370	$2,816,000	$2,817,000	+$1,000

Need for increase

The estimate of $2,817,000 is an increase of $1,000 for wage board costs.

Plan of work

The estimate of $2,817,000 will be used as follows:

Function	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase
Pathology:			
Trout diseases	$147,000	$147,000	
Salmon diseases	137,000	137,000	
Nutrition:			
Trout nutrition	75,000	75,000	
Salmon nutrition	218,000	218,000	
Husbandry methods:			
California-Nevada	73,000	73,000	
Fish farming	126,000	126,000	
Salmon culture	81,000	81,000	
Warm water fish culture	79,000	79,000	
Fish-pesticide relationships	670,000	670,000	
Fish control methods	345,000	345,000	
Reservoirs	375,000	375,000	
Marine	400,000	401,000	$1,000
Genetics	90,000	90,000	
Total	2,816,000	2,817,000	1,000

The estimate is broken down by locations at which the work will be conducted as follows:

State and laboratory	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase	Function
Alabama, Marion: Southeastern Fish Cultural Laboratory.	$79,000	$79,000		Warm water fish culture.
Arkansas, Fayetteville:				
South Central Reservoir Investigations, Stuttgart.	170,000	170,000		Reservoir studies.
Fish Farming Experimental Station	126,000	126,000		Fish farming.
California, Tiburon: Tiburon Marine Laboratory.	97,000	97,000		Marine game fish studies.
Colorado, Denver: Fish-Pesticide Research Laboratory.	670,000	670,000		Fish-pesticide relations.
Georgia, Warm Springs: Southeastern Fish Control Laboratory.	207,000	207,000		Fish control methods.
New Jersey, Sandy Hook (Highlands): Sandy Hook Marine Laboratory.	303,000	304,000	$1,000	Marine game fish studies.
New York, Cortland: Eastern Fish Nutrition Laboratory.	75,000	75,000		Trout nutrition.
Nevada, Reno: California-Nevada Sport Fishery Investigations.	73,000	73,000		Trout stocking and survival.
South Dakota, Yankton: North Central Reservoir Investigations.	205,000	205,000		Reservoir studies.
Washington, Longview:				
Salmon-Cultural Laboratory, Seattle	81,000	81,000		Salmon culture.
Western Fish Disease Laboratory, Willard.	137,000	137,000		Salmon diseases.
Western Fish Nutrition Laboratory	218,000	218,000		Salmon nutrition.
West Virginia, Leetown: Eastern Fish Disease Laboratory.	147,000	147,000		Trout diseases.
Wisconsin, La Crosse: Fish Control Laboratory.	138,000	138,000		Fish control methods.
Wyoming, Beulah: Fish Genetics Laboratory.	90,000	90,000		Fish genetics and selective breeding.
Total	2,816,000	2,817,000	1,000	

4. Administration of wildlife resources

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
(a) Management of wildlife refuges	$9,099,817	$10,968,511	$11,085,000	+$116,489
(b) Management and enforcement of migratory bird and Lacey acts	3,109,800	3,317,000	3,317,000	----------
Total	12,209,617	14,285,511	14,402,000	+116,489

(A) MANAGEMENT OF WILDLIFE REFUGES

The estimate of $11,085,000 is an increase of $116,489 and 19 permanent positions consisting of:

(1) A decrease of $210,000 and 11 permanent positions is due to program savings of $10,000 resulting from increased quarters deductions and $200,000 and 11 permanent positions from deactivation or curtailment of operations at 11 refuges, as follows:

State	Refuge	Permanent positions	Amount
Arizona	Havasu	0	10,000
Georgia	Piedmont	3	44,000
Maine	Moosehorn	2	30,000
Massachusetts	Monomoy	1	13,200
Nevada	Desert Game	0	6,500
New Jersey	Killcohook	0	1,500
New Mexico	Bosque del Apache	0	10,000
North Dakota	Sullys Hill	1	18,800
South Carolina	Carolina Sandhills	2	37,000
Washington	Little Pend Oreille	2	29,000
Wyoming	Pathfinder	0	----------
Total		11	200,000

(2) An increase of $326,489 and 19 permanent positions consists of $200,000 and 19 permanent positions for management of eight new refuges; $115,091 for wage board costs; and $11,398 for employee compensation payments.

Need for increase

The increase of $326,489 and 19 permanent positions is needed for the following:

Operation of new refuges.—An increase of $200,000 and 19 positions are needed for the management of 8 new refuges. The 8 new refuges being placed under management require funding in the amount of $500,000 and 30 permanent positions. $200,000 and 19 positions will be financed from this appropriation and $300,000 will be financed from Management of National Wildlife Refuges appropriation and 11 positions will come from the realignment of the existing refuge programs. The new refuges, positions, and funds required are as follows:

State	Refuge	Positions	Estimate, fiscal year 1966
Arizona	Cibola	3	$55,000
Florida	Lake Woodruff	4	65,000
Kansas	Flint Hills	4	60,000
Massachusetts	Sudbury	1	30,000
Minnesota	St. Francis River	6	120,000
Montana	Ravalli	4	50,000
North Carolina	Pee Dee	4	60,000
Washington	Toppenish	4	60,000
Total		30	500,000

Wage board increases.—$115,091 is needed for wage board increases. Employees occupying unclassified positions in the trades, crafts, or occupations are compensated at hourly rates of pay which are fixed and adjusted from time to time, to correspond with prevailing rates in the local recruiting areas, through wage rate surveys and wage board action. Unlike classified positions where salary increases are offset by normal turnover, with replacements usually starting at the base salary for the grade, replacement employees in the unclassified group must be recruited and hired at the currently approved rate, with the result that there is no salary saving. The estimate of $115,091 will cover the increased cost of these positions.

Employees' compensation payments.—The increase of $11,398, when added to the $60,323 available in 1965, will provide a total of $71,721 needed under U.S.C. 785 to reimburse the employees' compensation fund for 1964 payments on account of the injury or death of employees after December 1, 1960.

Plan of work

The estimate of $11,085,000 will be used for salaries and other refuge operating and management costs in carrying out the waterfowl, other wildlife, and land resource programs of the national wildlife refuge system, and for employees' compensation payments. Significant to this year's plan of work are the following factors:

(1) Increased emphasis is given to the improved management of natural resources which make improved habitat available for waterfowl and other wildlife. These resources include the croplands necessary to provide supplemental food, particularly for waterfowl; the timberlands which, through proper management, including harvest which provides economic benefits, provide wildlife food and cover; the grasslands which provide nesting habitat for waterfowl and upland game birds; and the marsh and water which provide the most important habitat for waterfowl—for nesting, resting, and feeding.

(2) Management of eight new refuges is undertaken.

(3) Increased emphasis is given to the protection and recreation functions of wildlife refuge management, particularly on the new refuges.

The functional breakdown of the total program is as follows:

Function	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase
(1) Maintenance	$4,146,140	$4,798,711	$4,847,400	$48,689
(2) Management	3,847,010	4,614,400	4,660,200	45,800
Croplands	1,857,440	2,187,200	2,209,300	22,100
Timberlands	493,050	551,000	556,100	5,100
Grasslands	463,150	544,300	549,300	5,000
Marsh and water	1,033,370	1,331,900	1,345,500	13,600
(3) Protection	779,200	1,035,900	1,046,502	10,602
(4) Recreation	293,025	459,177	459,177	
(5) Employees' compensation	34,442	60,323	71,721	11,398
Total	9,099,817	10,968,511	11,085,000	116,489

(b) ENFORCEMENT OF MIGRATORY BIRD AND LACEY ACTS

The estimate of $3,317,000 is the same as 1965.

Plan of work

The estimate of $3,317,000 will be used for (1) the administration and enforcement of the Migratory Bird Treaty Act, as amended (16 U.S.C. 703–711), and regulations promulgated thereunder to give effect to the treaties with Great Britain and Mexico for the protection of migratory birds, the Lacey Act (18 U.S.C. 42–44) regulating interstate and foreign commerce in birds, mammals, fish, reptiles, and amphibians, and other Federal statutes enacted for the protection, conservation, and management of certain wildlife resources in the United States, Puerto Rico, and the Virgin Islands; providing assistance to agriculturists in curbing and reducing damages to crops caused by migratory game birds; and (2) the gathering, evaluation, and application of data affecting the preservation and utilization of migratory game birds. The functional breakdown is as follows:

	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−) 1966 compared with 1965
Enforcement and depredations control	$2,831,000	$2,831,000	----------
Surveys and banding	486,000	486,000	----------
Total	3,317,000	3,317,000	----------

The enforcement and management functions conducted under this program have been of inestimable value in maintaining the population of migratory game birds on the North American Continent and keeping the sport of wild fowling still possible to be enjoyed by millions of North Americans.

Enforcement and depredations control.—The estimate of $2,831,000 is the same as 1965. Although primarily an enforcement activity, this program has assumed broader responsibilities for other phases of management. The 156 game management agents presently engaged in enforcement of the Migratory Bird Treaty Act, the Lacey Act, and other game and fish laws contribute substantially to the Bureau's factfinding program. They collect and report data pertaining to the numerical status, movement, and distribution of migratory game bird populations; investigate, report, and act on disease outbreaks, poisoning, pollution, and other factors adversely affecting the welfare of the resource; conduct migratory waterfowl surveys and banding projects in the United States, Canada, and Mexico; and give expert advice and assistance to farmers in control of depredations to crops by migratory game birds. The more than 13,000 wildlife permits issued by the Bureau require investigations, inspections, and continuing surveillance of permittees by the agents. Participation with the States in coordinated programs of enforcement, management, and conservation education will continue to be emphasized.

The October 14, 1962, amendment to the Bald Eagle Act (U.S.C. 668–668d) extended protection to the golden eagle which, according to many complainants, is guilty of significant depredations on livestock. These allegations have instigated investigations of a continuing nature and increased law enforcement responsibilities and permit-management activities.

Interstate traffic in illegally taken big game has increased. Illegal importations of wild game from Mexico present problems of an international nature requiring a special, well-conducted program. Additional emphasis is necessary at ports of entry in this country to prevent importation of exotic species of mammals, fish, reptiles, or birds that are known or suspect as dangerous to the welfare of agriculture or wildlife.

Conflicts of migratory waterfowl with agricultural interests are a recurring hazard during the fall, winter, and spring concentrations of birds in many intensely farmed areas along the flyways. Investigation is made of areas of waterfowl concentrations where there is actual or potential damage to crops, and farmers are advised and proven dispersal techniques and materials including the use of pyrotechnics in herding the birds are demonstrated. Distribution of Government-owned surplus grain for control purposes (act of July 3, 1956, 7 U.S.C. 442 et seq.) has been of great benefit in protecting crops from serious losses due to depredating waterfowl. In addition, the act of August 17, 1961 (7 U.S.C. 447 et seq.) provides for distribution of surplus grain where migratory waterfowl are threatened with starvation due to inclement weather.

Market hunting persists in many areas of the country and continuation of the Bureau's special enforcement campaign is necessary.

The following is a breakdown by States of the enforcement and depredations control program and the number of U.S. game management agent positions in each State:

[Dollars in thousands]

State	Positions	Estimate, 1965	Estimate, 1966	Increase or decrease
Alabama	3	$46	$46	
Alaska	7	221	201	−$20
Arizona	2	28	28	
Arkansas	3	44	44	
California	11	176	176	
Colorado	4	67	67	
Connecticut	1	15	15	
Delaware	2	32	32	
Florida	4	58	58	
Georgia	3	45	45	
Idaho	2	35	35	
Illinois	5	92	92	
Indiana	2	30	30	
Iowa	2	30	30	
Kansas	2	35	35	
Kentucky	2	28	28	
Louisiana	7	89	109	+20
Maine	1	16	16	
Maryland	5	85	85	
Massachusetts	1	16	16	
Michigan	3	43	43	
Minnesota	4	60	60	
Mississippi	2	37	37	
Missouri	4	70	70	
Montana	2	29	29	
Nebraska	3	48	48	
Nevada	2	33	33	
New Hampshire	1	14	14	
New Jersey	2	29	29	
New Mexico	2	29	29	
New York	4	58	58	
North Carolina	5	82	82	
North Dakota	3	45	45	
Ohio	2	30	30	
Oklahoma	2	31	31	
Oregon	5	73	73	
Pennsylvania	2	30	30	
Rhode Island	1	21	21	
South Carolina	3	33	33	
South Dakota	3	41	41	
Tennessee	3	44	44	
Texas	10	147	147	
Utah	4	57	57	
Vermont	1	15	15	
Virginia	3	40	40	
Washington	5	75	75	
West Virginia	1	14	14	
Wisconsin	3	52	52	
Wyoming	1	14	14	
Puerto Rico	1	17	17	
Central office		259	259	
Regional offices:				
Portland, Oreg.		84	86	+2
Albuquerque, N. Mex.		83	85	+2
Minneapolis, Minn.		84	84	
Atlanta, Ga.		71	75	+4
Boston, Mass.		78	78	
Undercover program		100	100	
Mexico		3	3	
Surplus grain program		40	40	
Total program	156	3,301	3,309	+8
Less amount available from management of national wildlife refuges appropriation	−27	−470	−478	−8
Estimate, management and investigations of resources appropriation	129	2,831	2,831	

Surveys and banding.—The estimate of $486,000 is the same as 1965. This continentwide program is related to migratory game bird management inventories and studies. This factfinding function is carried out through a variety of aerial and ground surveys and banding projects to gather selective and factual data and information on the annual status of the continental migratory game bird breeding populations, the condition of the habitat, and the relative size of the annual populations and broods. The data and information are gathered, correlated with previous years' findings, analyzed, and evaluated. This is essential in formulating migratory game bird management plans, particularly the annual hunting regulations.

The geographic scope of the surveys program extends from the tundra areas of Alaska and the Arctic regions to the bush country of eastern Canada, over the marshes of Mexico's west coast, through the highlands of central Mexico to Mexico City. International cooperation in conducting these studies has made this program into the most intensive and extensive wildlife surveys conducted anywhere in the world and, since its activity is not restricted by State or national boundaries, the Bureau is the principal coordinating agency.

As a natural resources management agency, the Bureau's objective is to establish migratory game bird hunting regulations so as to permit the take of the annual surpluses of migratory birds. The annual kill for any of the species should not cut into the breeding stock nor should the allowable take be so small as to waste hunting opportunity. Hunting regulations should be adjusted realistically to fit the size of the annual crop of migratory game birds. Realistic regulations, fair to all the States, cannot be determined without knowing annually the supply of birds and the effects of regulations on the kill. That data can only be obtained by making surveys and banding the birds. The Bureau has been questioned and challenged on its data and objectives relating to establishment of the hunting regulations. It is important that every effort be directed toward obtaining better data to support our annual regulations.

Surveys of the waterfowl breeding grounds in Canada have been strong in the prairies but weak in the bush country of the north. The trackless wilderness north of the Canadian prairies has become important waterfowl nesting grounds and sampling is necessary in this broad area. When the northern surveys reach a high level of statistical reliability, the Bureau will have irrefutable data on the annual population status of ducks and geese of Canada's north country, which will be reflected in more practical regulations.

So far, the only method known to determine what has happened to a population of birds with migratory habits that extend their living range from the northern Arctic wastes to the rain forests of South America, is to mark samples of these bird populations thus giving them identities. The Bureau is banding migratory game birds now, but samples are neither large enough nor are they distributed adequately. Presently the Bureau needs to better know precisely where the harvest areas are of game ducks and geese produced in the country north of the Canadian prairies. In the past, the Bureau has concentrated on linking prairie-produced ducks to areas of harvest in the States. It is planned to extend this effort to the wilderness region north of the prairies. This is important since a large segment of the duck population has pushed north into the wilderness due to the prairie drought.

The banding operations north of the prairies will be part of a cooperative program newly developed among the Atlantic Coastal States, the Canadian Wildlife Service, the eastern Canadian Provinces, and this Bureau.

The pilot banding project carried out in Mexico in 1964 to learn some of the answers to "What is happening to our ducks in Mexico?"—how many ducks and geese are being shot in Mexico and where, in Mexico, the principal waterfowl harvest areas are located—will be continued in 1966.

Migratory waterfowl have long occupied more of the Bureau's attention than doves, woodcock, jacksnipes, and band-tailed pigeons because of the majority interest displayed in duck and goose hunting. However, old concepts of hunter interest are changing. Recent findings indicate that of all species of migratory game birds, the mourning dove offers more hunting opportunity than any other, including waterfowl.

With the importance of dove hunting now established by preliminary studies, a system must be developed for collecting more precise measurements on doves to serve in setting realistic annual dove hunting regulations. An average of about 20,000 doves has been banded annually. It is planned to increase this to at least 100,000 doves banded annually throughout the United States.

Very little reliable data are available on which to link areas of production with areas of harvest for woodcock, jacksnipe, or band-tailed pigeons, and to develop population figures. With increasing numbers of hunters afield for more and more wild game, hunting interest in these species is increasing to the point where more protective measures may be indicated.

5. Control of predatory animals and injurious rodents

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
Control of predatory animals and injurious rodents	$2,677,280	$2,731,000	$2,381,000	−$350,000

The estimate of $2,381,000 is a decrease of $350,000 due to program savings from the reduction of 35 man-years of federally paid mammal control agents employed on Federal/cooperative programs in the Western States, Alaska, Arkansas, and Louisiana.

Plan of work

The estimate of $2,381,000 will be used to meet the Bureau's responsibilities in the field of animal control. The year 1966 begins the second half-century that the Bureau, as directed by the Congress (7 U.S.C. 426), has assisted States, counties, cities, organizations, groups, and individuals in protecting agricultural, industrial, and recreational resources from excessive economic losses by animal pests. Currently, this is done through cooperative agreements with 136 major State agencies, about 490 counties, and over 320 cities and organizations. From the start of this program in 1915, animal control has been a joint undertaking of Federal, State, and private organizations, with the Federal Government providing professional supervision, or demonstrational, technical, and investigative services for programs sponsored and financed by the requesting agencies. During the fiscal year just ended, an intensive, yearlong study of the Bureau's control activities was completed by the Advisory Board on Wildlife Management, a non-Government group comprised of some of the Nation's most prominent officials in the field of wildlife conservation; this board recommended that the Bureau provide more adequate supervision of animal control work, intensify its educational and extension activities, and take the lead in demonstrating as much as is now known of bird damage alleviation.

Federal Government leadership is necessary in the use of pesticides for control of injurious wildlife on both public and private lands to uphold present standards of technical quality and maximum safety in predator and rodent control operations, meet responsibilities in the field of bird control, and demonstrate techniques that property owners can use themselves. As recommended by the Secretary's Advisory Board, the Bureau's obligation is to provide highly skilled professional biologists in sufficient numbers to properly supervise control operations involving highly potent pesticides.

The workload under this activity has increased tremendously over the past 20 years, and cooperating organizations have consistently contributed from one-half to two-thirds of all program costs. These cooperators will provide an estimated $4,560,000 for the program in 1966.

Protection of livestock and game, $1,442,000.—Bureau operations in this function provide necessary protection to livestock and game animals. Changing agricultural practices and the multiple use of public land areas in recent years have necessitated more intensified programs in some areas and the use of more specific techniques in areas of multiple use. Losses are being reported in areas where predation was not previously a problem. Additional public and private lands are being fenced, and livestock is being left unattended, which requires greater predator control effort.

Range animals such as sheep, cattle, hogs, and poultry are easy prey for predatory animals such as coyotes, bobcats, bears, and mountain lions. Cattle are particularly susceptible to rabies, which is widely carried by foxes and skunks. Cattle in many communities must be protected from this disease to prevent the multimillion-dollar losses sustained each year. Although established game populations seldom need protection against predators, game introduction programs do, and waterfowl production programs are enhanced.

Population growth emphasizes the need for educational programs to teach individual property owners control methods which can be used without hazard to themselves or valuable wildlife. New methods are required, as substitutes for more hazardous control methods, even though this results in increased

operating costs. Demonstrations, meetings, training sessions, television and radio programs, and instructional leaflets are being emphasized.

Protection of crops, forage, and forests, $689,000

Operational costs have cut farm profits, and crop losses from wildlife once accepted in a farming operation are not now willingly tolerated. Intensified land use is causing increased production and conversion of submarginal lands to intensively managed forests and rangelands. During the decade 1950–60, tree farms nationwide increased over 130 percent (27 to 63 million acres); irrigated land increased nearly 30 percent (25 to 33 million acres); and the number of farm ponds increased nearly 500 percent (177,000 to 1,058,000). These changes have resulted in impoved habitat conditions for many wildlife species, which often result in "population explosions" of some species which, in turn, cause serious losses to agriculture and increased demand for animal control.

Major population explosions of some bird species, particularly blackbirds and starlings, have resulted in spectacular losses to agriculture, to feedlots, and to aircraft operations. Estimates of total agricultural losses to birds are few, but a partial survey made by the Farm Bureau a year ago indicates it runs between 50 to 100 million dollars a year or more.

Rodents are destructive to virtually every type of agricultural endeavor, causing multi-million-dollar losses annually. The Bureau's objective is to bring depredations to tolerable levels. Cooperative programs provided protection to 1,360,300 acres of crop, forage, forest, and rangelands during the past year. It is estimated that additional acreage will require protection in 1966.

Crops, particularly grains, stored on farms are often grossly contaminated by rats and mice. About 90 percent of grain that has been graded DLQ (distinct low quality) has been so graded because of bird and rodent contamination. The Bureau cooperates closely with the Food and Drug Administration's grain sanitation program to prevent this contamination. Surveys have shown as much as 25 percent of farm-stored wheat to be unfit for human consumption; and corn, on which product statistics are not yet available, is known to be far more heavily contaminated.

Protection of people, $125,000.—No function of the Bureau is more important, or more directly related to human life, than the Bureau's efforts to reduce the wildlife-carried diseases and parasites that are transmissible to man and domestic animals. Rabies virus is responsible for the greatest damage, with substantial losses to livestock. An average of a thousand or more people a year per State are bitten by animals, and most of them take the painful and dangerous anti-rabies treatments. The incidence of rabies in wildlife continues to increase. To prevent rabies from spreading along the Mexican boundary, the Bureau is cooperating with the Mexican Government and the Pan American Sanitary Bureau in this control effort. Foxes are the principal vectors of the disease in the East and Southeast, and skunks in the Northcentral and Southwestern States. Studies are being made to determine the extent to which bats transmit rabies. In many areas, particularly in the Southwest and West, the Bureau's control program has been credited by the U.S. Public Health Service as a major reason why explosive outbreaks have not occurred over much of that area.

Other important diseases carried by wildlife include plague, tularemia, and spotted fever in wild rodents; leptospirosis in carnivores; and a number of diseases and internal parasites of domestic animals, such as transmissible gastroenteritis in hogs. Commensal rodents (primarily rats and mice) are disease vectors long recognized to be of major significance. Plague, typhus, histoplasmosis, leptospirosis, salmonellosis, some forms of hepatitis, ratbite fever and rickettsialpox are among the more serious or fatal diseases carried by these pests. Bubonic plague has been reported in rodents during 1963. The U.S. Public Health Service reports that at least 30 million people in the United States at one time or another have had histoplasmosis, mostly a bird-associated disease, with tests in some infected areas showing 90 percent human reactors. Food poisoning from contamination is widespread.

Protection of structures and facilities, $125,000.—Property damage caused by nuisance animals is tremendous. Rats and mice, which may be the most destructive pests mankind has ever known, are harbored in every State in this country and cost the American public billions of dollars a year. Ohio alone, for example, estimates its annual loss to rats and mice at $42½ million. The grain sanitation program includes assistance to grain elevator operators, millers and food processors, warehousemen, retailers, and consumers. Processed foods in

warehouses and retail stores suffer heavily, and the value of materials condemned or voluntarily discarded runs into millions.

In the protection of structures from damage from the many animal pests, the general public can probably best be served through educational programs which teach individual property owners control techniques that are safe and practical to use themselves. The Bureau cooperates closely with commercial pest control operators, 4–H Clubs and Future Farmers of America chapters in teaching proper practices in dealing with wildlife.

The breakdown of the estimate for the animal control program for fiscal year 1966, by Bureau animal control districts, is as follows:

State	Fiscal year 1965 amount available	Decrease	Fiscal year 1966 estimate	State, private, and other cooperative funds	Fiscal year 1966 total program
Pacific region (1):					
Alaska	$40,000	−$40,000			
California	208,000	−31,000	$177,000	$741,000	$918,000
Idaho	146,000	−22,000	124,000	234,000	358,000
Montana	131,000	−20,000	111,000	239,000	350,000
Nevada	151,000	−23,000	128,000	256,000	384,000
Oregon	134,000	−20,000	114,000	274,000	388,000
Washington	75,000	−11,000	64,000	61,000	125,000
Pocatello Supply Depot				45,000	45,000
Regional office (Portland)	62,000		62,000		62,000
Total	947,000	−167,000	780,000	1,850,000	2,630,000
Southwest region (2):					
Arizona	100,000	−15,000	85,000	196,000	281,000
Colorado	146,000	−22,000	124,000	260,000	384,000
New Mexico	160,000	−24,000	136,000	167,000	303,000
Oklahoma-Kansas	103,000	−16,000	87,000	147,000	234,000
Texas	206,500	−31,000	175,500	781,000	956,500
Utah	134,000	−20,000	114,000	152,000	266,000
Wyoming	127,000	−19,000	108,000	164,000	272,000
Regional office (Albuquerque)	70,500		70,500		70,500
Total	1,047,000	−147,000	900,000	1,867,000	2,767,000
North-Central region (3):					
Illinois-Indiana-Iowa-Missouri	49,000		49,000	13,000	62,000
Minnesota-Wisconsin	17,000		17,000	62,000	79,000
North Dakota	52,000	−8,000	44,000	91,000	135,000
Ohio-Michigan	27,000		27,000	100,000	127,000
South Dakota-Nebraska	100,000	−15,000	85,000	203,000	288,000
Regional office (Minneapolis)	27,000		27,000		27,000
Total	272,000	−23,000	249,000	569,000	718,000
Southeast region (4):					
Arkansas	41,000	−6,000	35,000	50,000	85,000
Florida-Georgia	28,000		28,000	60,000	88,000
Kentucky-Tennessee	14,000		14,000	10,000	24,000
Louisiana	45,000	−7,000	38,000	200	38,200
Maryland-Virginia-West Virginia-District of Columbia	31,000		31,000	210,800	241,800
Mississippi-Alabama	18,000		18,000		18,000
North Carolina and South Carolina	25,000		25,000	20,000	45,000
Regional office (Atlanta)	32,000		32,000		32,000
Total	234,000	−13,000	221,000	351,000	572,000
Northeastern region (5):					
Connecticut-Massachusetts-Rhode Island	20,000		20,000	22,800	42,800
Maine-New Hampshire-Vermont	21,000		21,000	200	21,200
New Jersey-Delaware	9,000		9,000		9,000
New York	10,000		10,000		10,000
Pennsylvania	10,000		10,000		10,000
Regional office (Boston)	25,000		25,000		25,000
Total	95,000		95,000	23,000	118,000
Central office supervision	136,000		136,000		136,000
Grand total	2,731,000	−350,000	2,381,000	4,560,000	6,941,000

6. Wildlife research

Subactivity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−) 1966 compared with 1965
(a) Waterfowl management	$716,359	$877,000	$877,000	
(b) Other migratory bird research	361,702	363,000	413,000	$50,000
(c) Upland-wildlife	213,341	217,000	217,000	
(d) Pesticide-wildlife relationships	652,661	1,395,000	1,395,000	
(e) Diseases and parasites	379,552	383,000	383,000	
(f) Control methods	1,035,989	1,078,000	1,078,000	
(g) Classification, distribution, and life history	144,335	159,000	159,000	
(h) Cooperative units	259,277	270,000	270,000	
Total	3,763,216	4,742,000	4,792,000	50,000

The estimate of $4,792,000 is an increase of $50,000 and four permanent positions over 1965 for research on migratory birds other than waterfowl.

(a) Waterfowl management

The estimate of $877,000 is the same as 1965.

Plan of work.—The estimate of $877,000 will be used for scheduled waterfowl research projects, annual hunter success and productivity surveys, analysis of data and publication of results. Emphasis will be placed on means of managing waterfowl to provide maximum sustained recreational benefits in harmony with other land-use objectives. Projects will be undertaken to establish the effects of hunting and other mortality factors on waterfowl populations, to ascertain environmental requirements of species and to develop improved methods of habitat management. Although studies on the breeding, migrational and wintering ecology of waterfowl will continue to be emphasized, intensified effort will be directed to determine requirements for successful waterfowl production and the factors responsible for annual fluctuations in use of nesting areas. Research findings are disseminated promptly to waterfowl managers and administrators. The waterfowl research program is cooperative in nature involving the Mexican, Canadian, Provincial, and State governments, flyway councils and private organizations.

(b) Other migratory bird research

The estimate of $413,000 is an increase of $50,000 and four permanent positions over 1965.

Need for increase.—The increase is needed for the following: $25,000 and two permanent positions are needed in the bird banding records center to handle the increased volume of banding schedules and recovery data emanating from the cooperative banding program; and $25,000 and two permanent positions are needed in the automatic data processing unit to provide the added volume of data summaries and statistical calculations associated with the work on population dynamics of migratory birds.

Plan of work.—The estimate of $413,000 will be used for scheduled migratory bird research projects, for the processing and maintenance of bird banding records, and for the classification, storage, retrieval, and analysis of research data. Mourning dove research will be continued under the plans developed jointly with the International Association of Game, Fish & Conservation Commissioners with primary emphasis on the development of population inventory and harvest estimates. Woodcock and snipe studies are designed to collect data for regulation determinations and the refinements of inventory survey techniques. The status and seasonal movements of nongame migratory birds will be studied in cooperation with the National Audubon Society and other cooperators. Avicultural studies will be continued with captive sandhill cranes and Aleutian geese at Monte Vista National Refuge. Experience gained will be invaluable in the eventual propagation of whooping crane and other rare and endangered migratory birds.

(c) Upland wildlife

The estimate of $217,000 is the same as 1965.

Plan of work.—The estimate of $217,000 will be used for scheduled research projects and for preparation, publication, and distribution of Wildlife Review, a

literature reference and abstracting service for wildlife conservationists. Forest-wildlife relationship studies will continue to evaluate the impact of forest management practices on wildlife and to seek methods or modifications which will lead to the maintenance of optimum wildlife populations consonant with the multiple-use philosophy. The pattern of joint studies with Forest Service personnel will be continued. The response of farm game populations to soil conservation practices will also be studied.

(d) Pesticide-wildlife relationships

The estimate of $1,395,000 is the same as 1965.

Plan of work.—The estimate of $1,395,000 will be used for schedule pesticide-wildlife research projects, related laboratory service work, surveillance activities, and for research contracts. Acute and chronic toxicity evaluations of pesticides in common usage and studies of their ecological and physiological effects will be continued through feeding tests and controlled plot studies using a variety of key bird and mammal species. Dosage rates, active ingredients, carriers, timing, and methods of applications of pesticides will be correlated with observed effects on wildlife to assist in the development of new materials and techniques which will enable effective control with minimum damage to wildlife. Contract research and service work will be performed on selected aspects of the problem which are not feasibly handled on an in-house basis. This will include contracts with educational institutions for research in ecology and toxicology amounting to $200,000.

(e) Diseases and parasites

The estimate of $383,000 is the same as 1965.

Plan of work.—The estimate of $383,000 will be used for scheduled disease research projects and for associated laboratory service work. Studies designed to investigate the principle causative agents of diseases in wildlife will be continued in an effort to accumulate information on which to base feasible control measures. Attention will be given to diseases such as encephalitis and botulism which affect both humans and wildlife. The potential of disease organisms in the control of nuisance wildlife populations will be explored. Contract research on regional wildlife disease problems will be continued at the University of Georgia on the three studies which were initiated in fiscal year 1964, namely: "A Survey and Research Program To Determine Significance of Helminth Parasites for Wild, Pen-Raised, and Imported Game Birds," "Study To Determine the Status of White-Tailed Deer as Reservoir of Cattle Fever Ticks," and "Study for Determining Significance of White-Tailed Deer as Silent Reservoir of Anaplasmosis." Cooperative studies with other governmental agencies and educational institutions will be continued to insure maximum effectiveness of available talent, facilities, and funds.

(f) Control methods

The estimate of $1,078,000 is the same as 1965.

Plan of work.—The estimate of $1,078,000 will be used for scheduled research projects and laboratory service work oriented to the control of nuisance and destructive populations of birds and mammals. Studies are underway to develop selective and effective control methods for alleviating damage to corn, rice, orchard crops, livestock, stored products, and forest reproduction. Particular emphasis will continue to be placed on the corn blackbird problem in the East, the rice-blackbird and nutria problems in the South Central States, the starling and forest rodent problems in the West, and the predator and rodent problems on the rangelands. In addition to the screening of repellent, sterility-producing, and lethal chemicals, which will be carried out in cooperation with the chemical industry, work will continue on the refinement of scaring and trapping devices, cultural methods, and habitat manipulation as means of effecting damage control. Studies on the biology, distribution, and behavioral traits of birds and mammals will be made to provide the basis for selective control procedures. Extensive control operations will be appraised for total impact on the wildlife environment.

(g) Classification, distribution, and life history

The estimate of $159,000 is the same as 1965.

Plan of work.—The estimate of $159,000 will be used for scheduled research projects, bird and mammal identification services, maintenance of the scientific specimen collections, and coordination of the nationwide bat banding program. Basic taxonomic research will continue to focus on migratory game birds and

other species of primary concern in the Bureau's management programs. Manuscripts on the sea otter, Pacific walrus, and birds of the northern Rocky Mountains will be brought to completion. Data will be provided on the ranges and status of rare and endangered bird and mammal species for delineating acquisition areas and for taking precautions to prevent catastrophe in pest control programs.

(h) Cooperative wildlife research units

The estimate of $270,000 is the same as 1965.

Plan of work.—The estimate of $270,000 will be used for the Bureau's share of the costs of the cooperative wildlife research units, a program supported jointly by the Bureau, the Wildlife Management Institute, and the land-grant colleges and conservation departments of 18 States for the purpose of conducting wildlife research, facilitating the training of professional wildlife biologists, promoting conservation education, and providing technical advice and for information to conservation agencies. Bureau biologists serve as unit leaders and guide the programs developed by the local coordination committees. Research on migratory birds, pesticide-wildlife relationships, animal depredations control, and other subjects of national interest are scheduled.

7. Soil and moisture conservation

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
Soil and moisture conservation	$672,768	$705,000	$705,000	----------

The estimate of $705,000 is the same as 1965.

Plan of work.—The estimate of $705,000 will be used for work on 120 units of the national wildlife refuge system in 41 States as compared with 118 units in 43 States in 1965. The funds will serve a fourfold objective: (1) Continue the work in progress; (2) initiate work which has long been delayed on additional refuges; (3) plan and initiate work on a few recently acquired areas; and (4) permit the Bureau to carry out conservation treatment on joint projects involving other Federal and State agencies.

8. River basin studies

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
River basin studies	$1,278,740	$1,351,000	$1,387,000	+$36,000

RIVER BASIN STUDIES

The estimate of $1,387,000 is an increase of $36,000 and one permanent position for participation in the comprehensive river basin planning being carried out by the Department of Agriculture.

Need for increase

A program increase of $36,000 and one permanent position is needed for participation in the comprehensive river basin planning being carried out by the Department of Agriculture.

Plan of work

Under authority of the Fish and Wildlife Coordination Act (16 U.S.C. 661 et seq.), the Bureau studies water use projects of Federal agencies and other agencies under Federal license or permit to determine their effects on fish and wildlife resources and recommends measures for the protection and improvement

of these resources. Investigations by this Bureau are conducted in close cooperation with the Bureau of Commercial Fisheries and with the State fish and game agencies concerned. The workload of the river basin studies program is not controlled by the Bureau but depends entirely upon the size of the water use programs of other Federal and private agencies, which have increased substantially each year and have an increasing impact on fish and wildlife resources. In 1966 the various phases of the river basin studies activity will be continued as follows:

Wetlands preservation program.—The estimate of $310,000 will maintain this program at the 1965 level. The act of October 2, 1962 (16 U.S.C. 590 p–1) prohibits the Department of Agriculture from providing technical or financial assistance in drainage of wetlands on farms in North Dakota, South Dakota, and Minnesota if the Secretary of the Interior finds that such drainage will be harmful to wildlife. The Bureau inspects applications for drainage assistance in cooperation with agencies of the Department of Agriculture. On areas found to be of value to wildlife, the Bureau makes offers to landowners under authority of the act to buy or take easements during a 1-year period in which no assistance may be given. If the offer is not accepted, the wetland is not eligible for Federal drainage assistance for a period of 5 years. During 1966, it is expected that the Department of Agriculture agencies will refer to this Bureau for review 7,000 drainage applications from 158 counties in Minnesota, North Dakota, and South Dakota which are critical from a waterfowl production standpoint. About 4,000 of these applications will be inspected during 1966.

Throughout the remainder of the United States, proposals affecting wetlands will be studied and, when harmful, appropriate corrective action will be recommended.

Surveys of water use projects.—The estimate of $827,600 will maintain this program at the 1965 level. Investigations will be conducted of Bureau of Reclamation projects; Corps of Engineers projects; hydroelectric projects subject to Federal Power Commission license or permit; small reclamation projects; private dredging, filling and other projects subject to Corps of Engineers permits; and projects subject to Forest Service and Bureau of Land Management permits. Studies of Corps of Engineers and Bureau of Reclamation projects under this activity are of a reconnaissance nature and will be used in determining the extent to which further detailed studies will be required.

Small watershed program.—The estimate of $116,000 will continue this program at the 1965 level. Reconnaissance and detailed studies will be carried out on projects proposed under the Watershed Protection and Flood Prevention Act (16 U.S.C. 1008) administered by the Department of Agriculture. Section 12 of that act specifically assigns to the Secretary of the Interior responsibility for investigation of the fish and wildlife aspects of these projects and for assistance in planning Federal cost-shared fish and wildlife developments. This program provides an excellent opportunity for State fish and game departments to obtain needed fish and wildlife developments at a reasonable cost. This Bureau and the Soil Conservation Service have recently established a joint coordinating committee to insure more effective planning for fish and wildlife and related recreation under the small watershed program.

Urban planning assistance program.—The estimate of $12,000 will continue this program at the 1965 level. Close cooperation will be maintained with State and municipal governments in planning fish and wildlife areas for urban and rural development programs. Such cooperation by this Bureau has been urged by the Federal Housing and Home Finance Agency at both the Washington and regional levels. Section 701 of the Housing Act of 1954 (40 U.S.C. 461) authorized the urban renewal program of the Housing and Home Finance Agency to administer Federal grants to State planning agencies for use in planning for development of urban and rural areas. On September 23, 1959, the act was amended to provide broader authority for participation by State planning agencies and to increase the Federal grants and aid available for such agencies.

Through close coordination with State and private planners and with local residents and governments, fish and wildlife planning is effectively introduced into county zoning plans, and areas are thereby set aside for future fish and wildlife benefits. Similar areas are set aside by municipal governments in the development of plans for urban expansion.

Followup program.—The estimate of $62,000 will continue this program at the 1965 level. Basic information is obtained on completed projects for use in analyzing future water resource projects more effectively. Projects previously

studied by the Bureau are reanalyzed to determine whether or not recommendations were adopted and to evaluate the soundness and results of conservation measures incorporated in these projects. Information of this type is vitally needed to improve the quality of reports and recommendations.

Comprehensive river basin planning.—The estimate of $59,400 is an increase of $36,000 and one permanent position over 1965 and is needed for participation in the comprehensive river basin planning being carried out by the Department of Agriculture. A total of $23,400 was made available for initiation of this program in 1965 through more effective manpower utilization and savings in other program items. The increase of $36,000 will provide a total program of $59,400 in 1966 which will enhance the effectiveness of fish and wildlife planning as a part of the overall comprehensive river basin planning of the Department of Agriculture. The program is broken down by river basins as follows:

River basins	Principal States	Amount
Region 3:		
Grand River	Michigan	$1,000
Big Muddy	Illinois	1,000
Upper Mississippi	Minnesota, Iowa, Indiana, Missouri, Wisconsin, South Dakota.	1,000
Wabash	Indiana, Illinois, Ohio	3,000
Region 4:		
Pascagoula	Mississippi, Louisiana	3,000
Big Black	Mississippi	2,000
Pearl	Mississippi, Louisiana	3,000
Red River below Denison	Arkansas, Louisiana, Oklahoma, Texas	13,000
White	Arkansas, Missouri	11,000
Region 5:		
Connecticut	Connecticut, Massachusetts, Vermont, New Hampshire.	7,500
Susquehanna	New York, Pennsylvania, Maryland	10,400
Genesee	New York	1,000
Kanawha	West Virginia, Virginia, North Carolina	2,500
Total		59,400

The total 1966 estimate is broken down by areas as follows:

	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase
Region:			
(1) Pacific	$271,000	$271,000	
(2) Southwest	230,000	233,000	$3,000
(3) North Central	348,000	356,000	8,000
(4) Southeast	168,000	182,000	14,000
(5) Northeast	146,000	157,000	11,000
Washington office	188,000	188,000	
Total	1,351,000	1,387,000	36,000

Detailed studies of projects being planned and constructed by the Corps of Engineers and Bureau of Reclamation and also reconnaissance surveys in the Missouri River Basin will be financed by funds included in the "Public works" appropriation estimates.

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FINANCING THE RIVER BASIN STUDIES PROGRAM

The following tabulation shows by sources total funds available to the Bureau in 1965 and estimate for 1966 for financing river basin studies:

	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−)
Annual definite appropriation: Management and investigations of resources	$1,351,000	$1,387,000	+$36,000
Transfer appropriations:			
Bureau of Reclamation	409,048	370,000	−39,048
Bureau of Reclamation (Missouri River Basin studies)	356,842	348,085	−8,757
Corps of Engineers	763,928	810,000	+46,072
Area Redevelopment Administration program	12,500	15,300	+2,800
Subtotal	2,893,318	2,930,385	+37,067
Anticipated reimbursements (comprehensive river basin planning and Corps of Engineers special studies)	492,600	575,600	+83,000
Total	3,385,918	3,505,985	+120,067

9. Pesticides registration

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−) 1966 compared with 1965
Pesticides registration		$151,000	$206,000	$55,000

The estimate of $206,000 is an increase of $55,000 and three positions over 1965 for evaluation of an increased number of pesticidal formulations.

Need for increase.—The increase of $55,000 and three positions is needed to carry on at an adequate level the work of evaluation of pesticidal formulations to be applied in fish and wildlife habitat or that may contaminate such habitat.

This work involves an increasing amount of consultation with representatives of the chemical industry, other Government agencies, and research institutions to develop techniques to insure the safety of the products and to assist in registration of those deemed safe. The number of compounds or formulations being scanned to appraise their hazards to fish and wildlife has increased to as many as 600 per week and is expected to continue to increase. Also, the need to compile data on compounds previously registered, and on effects of mixtures of pesticides, has become clearly evident, a need that was not recognized at the onset of this program. These functions required the addition of two technical employees in toxicology and ecology and one secretary.

In addition, it is essential that a technical library be established with a retrieval system adequate to permit rapid consultation of available technical material. This is essential in making decisions on hazards of pesticides and/or pest control operations to fish and wildlife. Development of a workable system will require pioneer work through contracts.

Plan of work.—The estimate of $206,000 will be used to continue to review steadily increasing lists of applications for label registration of new chemical formulations under the Federal Insecticide, Fungicide, and Rodenticide Act, as received from the Department of Agriculture, and to assist and advise the Food and Drug Administration in establishing tolerances under the Food, Drug, and Cosmetic Act. Also, information will be compiled on chemicals previously registered which are considered to be potentially dangerous to fish and wildlife. This work will involve extensive reviews and evaluations of literature, reports, correspondence, and data to assure that fish and wildlife resources may be given maximum protection.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase or decrease (—)
Program and financing:				
Total obligations	$30,324,548	$35,131,511	$34,935,000	—$196,511
Unobligated balance lapsing	156,335			
Transferred to: "Operating expenses, Public Building Service," General Services Administration (75 Stat. 436 and 78 Stat. 655)	49,017	22,489		—22,489
"Resources management," Bureau of Indian Affairs (78 Stat. 207)	60,000			
Appropriation	30,589,900	34,860,000	34,935,000	75,000
Proposed supplemental due to civilian pay increase		294,000		—294,000
Obligations by objects:				
11.0 Personnel compensation	18,513,458	21,491,000	21,378,000	—197,000
12.0 Personnel benefits	1,524,375	1,755,000	1,738,000	—17,000
21.0 Travel and transportation of persons	1,542,417	1,767,000	1,800,000	33,000
22.0 Transportation of things	181,588	236,000	236,000	
23.0 Rent, communications, and utilities	708,870	773,000	780,000	7,000
24.0 Printing and reproduction	196,719	254,000	239,000	—15,000
25.1 Other services	1,347,262	1,559,000	1,596,000	37,000
25.2 Services of other agencies	494,503	573,000	584,000	31,000
26.0 Supplies and materials	3,669,851	4,483,000	4,377,000	—92,000
31.0 Equipment	1,634,929	1,866,000	1,847,000	31,000
32.0 Lands and structures	466,931	600,000	600,000	
42.0 Insurance claims and indemnities	43,431	5,000	5,000	
91.0 Unvouchered	4,724	25,000	25,000	
Total costs, funded	30,329,058	35,387,000	35,205,000	—182,000
94.0 Change in selected resources	257,590			
Subtotal	30,586,648	35,387,000	35,205,000	—182,000
Deduct quarters and subsistence charges	—262,100	—255,489	—270,000	—14,511
Total obligations	30,324,548	35,131,511	34,935,000	—196,511

PRESENTATION OF STATEMENT

Chairman HAYDEN. The new Director of the Bureau is Mr. John Gottschalk. We are glad to have you with us as Director, Mr. Gottschalk. You may file your written statement for the record and summarize it as you wish.

(The statement referred to follows:)

STATUS OF FISH AND WILDLIFE CONSERVATION

Mr. Chairman and members of the committee, on this, my first appearance before your committee, I look forward to the closest possible working relations with you. Each of us has his own role to play, but we have a mutual objective in our endeavor to retain the wildlife heritage which has been a vital part of American life since the beginning of our history. I have been greatly impressed by the interest that your committee has always shown in furthering the cause of fish and wildlife conservation. On my part, I pledge my best efforts to discharge my responsibilities with prudence and efficency. I will always be conscious of the great faith which our people have that we will do the essential job.

Before going into the details of our request for appropriations, I would like to make a few general remarks about the status of fish and wildlife conservation as we see it. This is an interesting and challenging era. One of the most significant forces with which we have to contend is an expanding population that is growing at a phenomenal rate. As our people grow in numbers, their demands increase for more land for homes, industries, roads, and schools; for more water for a variety of uses; and for more places in which to dump their unavoidable wastes and refuse. Concomitant with the increase in these demands is the proportionately greater increase in popular demands for a fuller and richer experience while on this earth. Because of the recognizable limited land and water resources, the satisfaction of these two types of demands must be

viewed with planning and foresight. As more land and water are used for economic purposes, less become available for fish and wildlife; hence, the opportunities for enjoyment of these resources diminish.

As our population soars toward the 200-million mark and higher, the demands on land and water now available for fish and wildlife will become increasingly critical. If we are to preserve and leave to future generations a legacy of a thriving fish and wildlife resource, we have only two ways to go. The first is the preservation, by outright purchase or lease, of essential or highly desirable habitat. The other is to adjust and control not only fish and wildlife but also the human impact on the out of doors to minimize the conflicts that are inevitable as man crowds relentlessly into places once occupied by fish and wildlife. We must seek the knowledge and insight to achieve means of effectively making these adjustments so that our limited land and water can serve both the economic and the recreational needs of the people.

The number of people that are interested in enjoying the out of doors is unprecedented. The economic prosperity of the Nation, the greater amount of time that people have for enjoyment of leisure hours, the constant striving for the fuller life, and the fact that more and more the Nation is becoming one of city dwellers, all impel the people to seek the out of doors and the recreation which it can offer as a means of making life more significant and worthwhile.

Fishing and hunting are beneficial from a physical and sociological point of view. They are also significant to the economy of the Nation. As indicated in the 1960 economic survey of fishing and hunting, 50 million of the 130 million people 12 years or older went fishing or hunting or both. Of these 50 million, 30 million hunted or fished in a substantial manner and spent about $4 billion in these pursuits. In addition to hunting and fishing, we believe that there has been in recent years an unparalleled increase in the enjoyment of other fish and wildlife benefits. A large and growing part of our population now looks to fish and wildlife for opportunities for photography, nature study, observation of natural, wild beauty, and other forms of outdoor recreation.

Providing fishing and hunting to people is largely a responsibility of the States that is carried out by the fish and game departments. By and large these State efforts are paid for out of the pocket of fishermen and hunters through license fees and not from general taxes paid by all citizens. The total of the budgets of all the State fish and game departments was approximately $150 million in a recent year. Eighty percent of this, or $120 million, came from licenses. Thirteen percent, or $20 million came from the Federal excise taxes on sporting arms and ammunition and most types of fishing tackle. This means that 93 percent of the total budget of fish and game departments was borne by fishermen and hunters. Other income was from miscellaneous fees and revenues from operations. Less than 1 percent was borne by general tax revenues of the States. This proves that fishermen and hunters are willing to pay their own way.

On the Federal side, hunters of waterfowl and other migratory birds pay their own way to a certain extent by purchases of migratory bird hunting stamps, or duck stamps as they are more commonly called. In 1964, revenue from sales of these stamps amounted to almost $5 million. Appropiations being made under the Accelerated Wetlands Loan Act are ultimately to be repaid out of sales of duck stamps.

It is gratifying that the Congress, particularly the appropriations committees, has consistently recognized the great benefits of money spent by the Federal Government for conservation, including preservation of fish and wildlife resources. There has been a fine appreciation of the fact that people who obtain recreation through experience in our great out of doors are far better able to withstand the strains of modern existence. Management of fish and wildlife is not an end in itself. The very process of managing this resource affects the natural environment in such a way that other out-of-door benefits accrue to provide a healthier environment for all the people.

With these remarks I would like to turn to our 1966 budget estimates and to highlight the major appropriation items.

The 1966 budget estimates of the Bureau of Sport Fisheries and Wildlife are for high-priority items. They are the minimum that will permit us to accomplish basic missions assigned to us by the Congress and move ahead in vital areas with no increase in appropriations. Actually the estimates for the annual definite appropriations of the Bureau show an overall decrease of $5,747,311 under the 1965 total of $52,632,311.

The estimate for the management and investigations of resources appropriation is $34,935,000, a decrease of $196,511 under 1965. We will realize program savings as follows: $286,000 from closing of 9 fish hatcheries, $200,000 from curtailing operations at or transferring responsibility for 11 wildlife refuges, and $350,000 from a decrease in Federal participation in the cooperative predator and rodent control program. These savings will be applied generally to operating new facilities that were recently constructed at seven fish hatcheries, placing eight new refuges under active management, and expanding the program in other vital areas. In the latter category are $50,000 which will provide technical staff for planning the water system of the National Fisheries Center and Aquarium, $50,000 for handling a greater volume of migratory bird banding data by automated methods, $36,000 for comprehensive river basin planning in cooperation with the Department of Agriculture, and $55,000 to process the great increase of applications for registration of pesticides referred by the Department of Agriculture for determination of their hazards to wildlife. This program, pesticides registration, was initiated in 1965 with a supplemental appropriation of $151,000. Comprehensive river basin planning was initiated in 1965 with savings from other activities and is scheduled to continue in 1966.

The estimate for the construction appropriation is $2,992,000, a decrease of $5,065,800 under 1965. The amount requested will provide $196,000 for replacement of raceways at the Pisgah Forest national fish hatchery, North Carolina; $365,000 for completion of facilities at the Fish-Pesticide Research Laboratory, Columbia, Mo.; $2 million for development at 19 wildlife refuges, repair of storm damage at 5, and advance planning; $100,000 to complete equipping and furnishing the new Chemical Screening Laboratory at Denver, Colo.; and $331,000 to complete construction of the Wildlife Research Center at Jamestown, N. Dak.

The estimate for the general administrative expenses appropriation is $1,458,000, an increase of $15,000 over 1965. This increase will establish a new program to coordinate and integrate the Bureau's effort's in adopting modern automatic data processing methods to its operations. The program is expected to effect savings in processing costs many times over the amount requested.

The estimate for the advance to the migratory bird conservation account is $7,500,000, a decrease of $500,000 under 1965. This will be the fourth installment, making a total of $32,500,000 appropriated through 1966, under the 7-year, $105 million program authorized by the act of October 4, 1961. The $7,500,000 advance will be merged with an estimated $5 million in receipts from the sale of duck stamps to provide a total of $12,500,000 for the acquisition of 232,500 acres of land, of which 60,000 acres will be in refuge lands and 172,500 acres in waterfowl production area lands. Of the latter, 28,500 acres will be acquired in fee and 144,000 acres under easement. There is now a backlog of $24 million in projects approved by the Migratory Bird Conservation Commission. The land acquisition program may be expected to surge forward with much of the opposition of the States removed as a result of the Revenue-Sharing Act of August 30, 1964.

Responsive to the direction of the Congress, we have emphasized the acquisition of easements in our land-buying program. In fiscal year 1964, we acquired almost six times as much acreage under easement as we did in 1963. During the first half of 1965, we acquired more acreage in easement than we did the entire year 1964. For the whole year we estimate that the 1965 easement acquisition will be double that of 1964.

Our emphasis on managerial improvements and the performance of our functions more economically and efficiently to increase the dollar value of benefits from expended funds continues unabated. We are constantly striving to do more work with less money and have instituted a vigorous program of manpower utilization improvement and cost reduction. A system of manpower ceilings and a thorough review of the need to fill vacancies are keeping employment at a virtually constant level. We are reducing travel costs below the budgeted levels for fiscal year 1965 and have established internal controls to accomplish this. Also, a special program of identifying and scheduling cost reduction projects is in full swing in the Bureau. For 1965, we have already scheduled 70 projects which promise a saving of $1,344,000 and 132 man-years.

That concludes my statement. My staff and I will be glad to answer any questions the committee may have.

Conservation Problems

Mr. Gottschalk. Thank you, Mr. Chairman. I appreciate this opportunity to appear before you and the committee for the first time.

In preparation for this event, I have taken the opportunity to review some of the past hearings and, of course, discussed with my immediate staff who are here with me today the role that the committee has played in the conservation affairs of this country in the past several years.

I am aware and deeply appreciative of the fact that this committee has shown a keen appreciation for the conservation problems and has been of material help in furthering the aims of the Government that our Bureau is responsible for carrying out.

Status of the Resources

We believe this is a time when perhaps, as never before, there needs to be a great effort placed in the conservation battle simply because, with the great increase in human population that we are experiencing, the habitat for wildlife and fishes is being placed under continuing stress and the opportunities for people to enjoy the out-of-doors will be diminished as time goes on unless we take very aggressive action now to try to preserve as much of the wildlands that we have, and the water and other resources that are needed to support these parts of our national heritage, if we are going to have them in the future.

Hunting, Fishing, and Recreation

We are, of course, here representing not just the hunter and the fisherman; albeit, this particular group of people counts a very important part of our public who is interested in the out-of-doors. It is a source of gratification, I think, to many of us to recognize though, today, that people from all walks of life are turning more and more to the out of doors for recreation and enjoyment in ways that are not related necessarily to hunting and fishing.

There is a great growth of interest, we believe, in people who just like to get out and hike in the out-of-doors, who enjoy the study, in their own way as amateurs, of many kinds of wildlife and, of course, those who then pursue a little more assiduously in various ways as bird watchers and more serious students of the out-of-doors.

There is a great interest in just the wild beauty of the out-of-doors with the animals and fish in it.

We think that all of this reflects a healthy increase in the interest and concern of the American public in the affairs that we are attempting to administer. I might just point out that, in the total scheme of things, it has been the hunter and the fisherman who has borne a great deal of the financial load of carrying out the fish and wildlife conservation programs throughout the country.

Financing the Program

We have a tradition in the United States that States efforts in conservation having to do with fish and wildlife, are financed from the sale of hunting and fishing licenses. A great proportion, over 90 percent of the funds expended by the States, are derived from this source.

Of course, in our own field, two very important sources of funds for carrying out our work are directly collected from hunters and fishermen; the duck stamp, which is the base on which our ambitious program of accelerated wetlands preservation depends, is an example.

The others, of course, are the two excise taxes: the Pitman-Robinson tax which uses the 11-percent excise tax on supporting arms and ammunition and the Dingell-Johnson tax on certain types of sport-fishing tackle.

Our work and our request for funds, I think, reflects not only the concern of Congress as expressed in the laws which have been passed, heretofore authorizing the work that we are carrying out and the money that is needed to do this work for hunters and fishermen, but also for the development of programs carrying out activities which will give the person, who has these other desires in terms of using the out-of-doors, a better chance to do what they would like to enjoy.

Refuges and Recreation

In this connection, I might further comment that, in our own wildlife refuge program, we attract many people for the recreational advantages which our refuges supply. Last year, for example, more than 12 million people were visitors in the national wildlife refuges. This is further evidence, I believe, of the program I was talking about before.

The program we are here to discuss with you this morning, we believe, is one which will supply the minimum essentials of the responsibility of the Federal Government in the wildlife conservation field. You will see that it does not propose any startling increases, but we have been able to shift emphasis in certain directions to place more effort in some of our newer programs.

Research Program

One of the big advances that our work has made in recent years is in the general field of research, both having to do with wildlife and sports fisheries. I think that our program that we are going to discuss today will show a continuation of this concern, and that we in the Federal Government are in a very strategic position for supplying the basic knowledge which is required before we can do an intelligent job of managing our fish and wildlife resources.

Most of the States concentrate their activities in a sort of practical type of game management. They are not in a position to carry out long-range studies on basic problems, in many cases, simply because their funds only permit them to deal with the day-to-day administration and the practical problems that arise.

We, however, are able to take a longer look at some of these problems and certainly our research programs are grinding out information that is extremely valuable, not only for the Federal Establishment but, also, it is utilized greatly by State fish and game departments as a basis for a general understanding of these problems.

Information on the Resource

Along with the research program, we are continuing, as you know, our efforts to inform the public on various types of activities. Commissioner Pautzke, in his testimony, mentioned two of our outstanding

publications, "Water Fowl Tomorrow," which has achieved phenomenal success in the book publishing business carried on by the Federal Government and the other pamphlet, "Ducks at a Distance," which, as he stated, has now sold over a million copies.

Incidentally, the waterfowl information has gone into a second printing. An additional 20,000 volumes are being printed and I am happy to report that the Government Printing Office has told us as soon as the first 17,000 have been sold, it will become a moneymaking proposition and the cost of printing will be exceeded by the income. And we anticipate that the second printing will be largely profit for the Federal Government. It has been very well received.

Wetlands Purchase Program

Our accelerated land purchase program has been going forward, we believe, with a great boost as a result of the passage last year of the so-called revenue sharing act. It is too early to assess the ultimate effect of this legislation. We know that in some cases a relatively small number, some of the counties in the three States where we were particularly concerned, North and South Dakota and Minnesota, will not immediately open the doors to us and welcome us in.

But we think that most of the counties and the States will find in this legislation relief which has prevented them previously from accepting the program that we think is so vital to carrying out our waterfowl conservation program.

We have a large backlog of approved projects which have been considered by the Migratory Bird Conservation Commission. We are confident that we will be able to wind up this year with all or nearly all of our funds currently available obligated in this work.

NEW FACILITIES

The rapid increase in the number and in some cases the size of our national wildlife refuges as a result of 3 years of operation of the wetlands program has resulted in the establishment of a number of new refuges and has caused us to come before the committee and ask for additional funds to man and operate these additional facilities.

At the same time, funds have been provided for the construction of several new fish hatcheries and new facilities at existing hatcheries. So our estimates will ask for modest amounts for the staffing of new facilities which have just come into production recently.

River Basin Studies

One activity that I want to talk about for just a moment specifically is that one which we categorize under the title of "River Basin Studies." As you are well aware, the programs financed by the Federal Government which have to do with the development and improvement of our lands and our waters can have a profound effect on fish and wildlife and the complexities of attempting to integrate solutions to wildlife and fishery problems in these problems becomes progressively more difficult as the size increases, and as we get more of them.

For example, if you have a single reservoir you can perhaps predict with some accuracy what may be the result of it. But, when you have a string of them down the river, this gets to be quite complicated.

There is a real challenge in trying to do what is needed for wildlife in construction of these big programs. Our relatively small staff is always working under the gun attempting to meet the deadlines imposed on it by the construction schedules of the major construction agencies and I think has done a tremendous job in terms of getting out the reports that show the effects of these projects on fish and wildlife, but moreover in opening up communication channels with the construction people, with the engineers themselves, who many times are not particularly familiar with the involvement of wildlife or fish as a result of the work they are doing.

I believe that we have made notable accomplishments in recent years in getting better understanding of some of these problems on the part of construction agencies. We will be asking for a small increase in this activity to help support the work that we do with the Department of Agriculture.

SAVINGS IN PROGRAM

You will see in our budget that we have effected a substantial savings by the elimination of areas and facilities which we believe for one reason or another lack the standard of efficiency which should be the mark of our total operation.

We are proposing to close as of the end of this fiscal year, a number of hatcheries, and to reduce the scale of administration or transfer a number of wildlife refuges and reduce the scope of our predator and rodent control operation.

EFFICIENCY IN OPERATIONS

We will be happy to discuss this in more detail as we go along. I bring it up now only to emphasize that it is part of our honest effort to find ways of turning back our total outlay of funds to make room for some of the newer things that we think need to be carried out. Along with this type of program, we have carried out also an energetic program of manpower utilization and conservation.

We are watching our travel costs very carefully and in every respect trying to be alert to do a more efficient job.

That is my highlight statement, sir. We will be glad to answer any questions.

CLOSING OR CURTAILMENT OF ACTIVITIES

Chairman HAYDEN. Several days ago I asked that you be prepared to supply information to the committee with regard to each action of termination, transfer, or consolidation of activities, stations, or facilities of your bureau referred to in fiscal year 1966 justifications or otherwise announced. These will be fairly detailed, I understand, so will you please insert these data in the record?

(The information referred to follows:)

CREEDE NATIONAL FISH HATCHERY, COLORADO

1. Location: Two and one-half miles southeast of the town of Creede, Mineral County.
2. Savings: $15,000 in fiscal year 1966.
3. Number of personnel: Two permanent employees.
4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at

this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.

5. Reason for action: Closure of the station is being effected because of an inadequate water supply and the associated problem of undesirable water temperature during much of the year.

6. Net savings in fiscal year 1966: $15,000.

ROCHESTER NATIONAL FISH HATCHERY, INDIANA

1. Location: Within the city limits of Rochester, Fulton County.

2. Savings: $40,300 in fiscal year 1966.

3. Number of personnel: Four permanent employees.

4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.

5. Reasons for action: Closure of the station is being effected because of an increasingly serious problem resulting from an inadequate water supply, generally poor conditions of rearing ponds (including seepage problems), and impracticability of rehabilitating facilities.

6. Net savings in fiscal year 1966: $40,300.

BERKSHIRE TROUT HATCHERY, MASSACHUSETTS

1. Location: Eight miles east of Great Barrington, Berkshire County.

2. Savings: $32,800 in fiscal year 1966.

3. Number of personnel: Three permanent employees.

4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.

5. Reason for action: Closure of the station is being effected because of a small and diminishing water supply. Facilities are old and deteriorated, and in view of the water supply situation, rehabilitation of facilities is impracticable.

6. Net savings in fiscal year 1966: $32,800.

TUPELO NATIONAL FISH HATCHERY, MISSISSIPPI

1. Location: Within the city limits of Tupelo, Lee County.

2. Savings: $32,900 in fiscal year 1966.

3. Number of personnel: Three permanent employees.

4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.

5. Reason for action: To consolidate national fish hatchery operations which are presently conducted at three locations within the State.

6. Net savings in fiscal year 1966: $32,900.

HOT SPRINGS NATIONAL FISH HATCHERY, NEW MEXICO

1. Location: Below Elephant Butte Dam, 3 miles east of Truth or Consequences, Sierra County.

2. Savings: $40,300 in fiscal year 1966.

3. Number of personnel: Three permanent employees.

4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.

5. Reason for action: Closure of the station is being effected because of an inadequate water supply, both as to quantity and quality.

6. Net savings in fiscal year 1966: $40,300.

PISGAH FOREST NO. 1 NATIONAL FISH HATCHERY, NORTH CAROLINA

1. Location: Within Pisgah National Forest, 16 miles northwest of Brevard, Transylvania County.

2. Savings: $12,400 in fiscal year 1966.

3. Number of personnel: One permanent employee.
4. Relocation of personnel: Transfer to other unit of national fish hatchery system, probably Pisgah Forest No. 2 hatchery. This cannot be finally determined until a review of all vacancies and special operating requirements is completed.
5. Reason for action: Closure of station is being effected because of the deteriorated condition of facilities. Production requirements can be met at another unit.
6. Net savings in fiscal year 1966: $12,400.

ALLEGHENY FOREST NATIONAL FISH HATCHERY, PENNSYLVANIA

1. Location: Within the Allegheny National Forest, 7½ miles south of Clarendon, Warren County.
2. Savings: $36,200 in fiscal year 1966.
3. Number of personnel: Three permanent employees.
4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.
5. Reason for action: Closure of the station is being effected because of a dwindling water supply, aggravated by periodic increases in acidity, which limits production.
6. New savings in fiscal year 1966: $36,200.

SAN MARCOS NATIONAL FISH HATCHERY, TEXAS

1. Location: Within the city limits of San Marcos, Hays County.
2. Savings: $60,200 in fiscal year 1966.
3. Number of personnel: Four permanent employees.
4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.
5. Reason for action: Closure of the station is being effected because of deterioration of most facilities, the impossibility to enlarge station because of its location within the city, and to consolidate fish hatchery operations in Texas.
6. Net savings in fiscal year 1966: $60,200.

NEW CASTLE NATIONAL FISH HATCHERY, VIRGINIA

1. Location: 3 miles southwest of the town of New Castle, Craig County.
2. Savings: $15,900 in fiscal year 1966.
3. Number of personnel: Two permanent employees.
4. Relocation of personnel: All permanent personnel will be transferred to other units of the national fish hatchery system. Locations cannot be specified at this time because a review of all vacancies and special operating requirements must be completed before new assignments are made.
5. Reasons for action: To consolidate operations in Virginia. Facilities at this site are limited.
6. Net savings in fiscal year 1966: $15,900.

STATEMENT CONCERNING REDUCTION IN SIZE AND PHASING OUT OF 11 NATIONAL WILDLIFE REFUGES

Areas relinquished will remain in public ownership. Personnel no longer required will be transferred to new refuges or other vacancies in the national wildlife refuge system.

HAVASU NATIONAL WILDLIFE REFUGE

This refuge is located along the Colorado River in Yuma and Mohave Counties, Ariz., and San Bernardino County, Calif. The refuge was established in 1941 on Bureau of Reclamation lands and originally consisted of 45,761 acres. The area contains considerable open water and marsh and uplands sparingly covered with salt cedar, arrowweed, and Bermuda grass.

The acreage of the refuge will be reduced by some 16,950 acres. No buildings are involved that are owned by the Government. The proposed action is being taken because the lands involved have primary value for recreational purposes and are of low value for waterfowl purposes. Five concessionaires operate on the lands to be relinquished and it is expected the States of California and Arizona will take over these functions in accordance with the Lower Colorado River land-use plan.

A savings of $10,000 will result in the fiscal year 1966. No positions are involved.

PIEDMONT NATIONAL WILDLIFE REFUGE

This refuge is located in central Georgia on the east side of the Ocmulgee River in Jones and Jasper Counties. The refuge was established in 1939 and consists of some 32,899 acres. It has four waterfowl impoundments and is interspersed with numerous small streams. The lands generally are rolling, with the upland areas covered with an excellent stand of loblolly and short leaf pine. Hardwoods are located in the stream bottoms.

Piedmont refuge has low waterfowl values and will be relinquished for this reason. An extensive wildlife-oriented timber management program has been in force on this refuge for a number of years with the net revenue from the sale of refuge products in fiscal year 1964 being $137,000. The State of Georgia has long been interested in taking over the facilities and functions of the refuge and the U.S. Forest Service may also be interested in the area.

A savings of $44,000 and three permanent positions will be accomplished in the fiscal year 1966.

MONOMOY NATIONAL WILDLIFE REFUGE

This refuge was established in 1944 in southeast Massachusetts at the elbow of Cape Cod in Barnstable County.

Monomoy is an island of 2,696 acres, a coastal barrier beach consisting of sand dunes, salt and fresh water marshes, ponds, potholes, and coastal thickets.

The area does not now have highly significant waterfowl values. It does, at times, however, harbor heavy concentrations of other migratory birds. Considering the island aspects and other features, the area is suited for use as a wildlife-oriented recreation area. It could be used for this purpose and yet provide the required habitat for migratory birds.

Phasing out the present level of operations will begin in fiscal year 1966 with a savings of $13,200 and one permanent position.

DESERT GAME RANGE

This refuge is located in Clark and Lincoln Counties, Nev. The refuge was established by Executive order in 1936 on public domain and is managed in cooperation with BLM. It contains approximately 2,250,000 acres. The Air Force and Atomic Energy Commission utilize portions of the area under agreements. The purpose of the refuge is to provide habitat and to manage desert bighorn sheep. As the result of a study of refuge needs for bighorn sheep management, approximately 500,000 acres will be released to the Bureau of Land Management. All buildings and facilities on the lands will be included. Release of this acreage is in process.

The reduction in acreage will reduce cost of refuge operation by $6,500 in the fiscal year 1966.

KILLCOHOOK NATIONAL WILDLIFE REFUGE

This refuge is located along the north shore of Delaware Bay in Salem County, N.J.

The refuge was established in 1934 on lands primarily controlled by the U.S. Corps of Engineers. It is a diked dredge spoils deposition area holding water only during active pumping operations. The refuge was established primarily to provide migrating habitat for waterfowl.

The area has decreased in value as a waterfowl management area due to shrinking aquatic habitat brought about by increasing depth of dredge spoils. There is a possibility that the States of New Jersey and Delaware would be interested in managing the area for public hunting purposes. No negotiations with either State have been carried out.

A savings of $1,500 will result in fiscal year 1966.

BOSQUE DEL APACHE NATIONAL WILDLIFE REFUGE

This area is located in south-central New Mexico, on the Rio Grande in Socorro County. The size of this refuge will be reduced.

The refuge was established on November 22, 1939, and consists of 57,191 acres comprising some 13,000 acres of bottomlands and 44,191 acres of mesa lands and sloping foothills. This refuge bottomland provides valuable wintering waterfowl habitat and supports large concentrations of greater sandhill cranes during the winter period. It also supports species of quail as well as mule deer, antelope, and other birds and animals.

It is proposed that approximately 35,000 acres of the low-value uplands will be dropped from the refuge. These barren uplands have not been included in the intensive wildlife management program of the refuge. The area would be released and the administration would be taken over by a public agency. There are no buildings or other facilities which would be involved in this transfer.

The phasing out of a portion of this refuge will begin in fiscal year 1966 with a savings of $10,000.

No negotiations have as yet been carried out with any other public agency concerning the relinquishment of the approximately 35,000 acres.

SULLYS HILL NATIONAL GAME PRESERVE

This area is located in east-central North Dakota on the south shore of Devils Lake in the heart of the Devils Lake Sioux Indian Reservation. It is in Benton County and it is proposed that the Bureau would relinquish operations on this area.

Sullys Hill was established in 1914. It includes 1,674 acres of hilly, wooded terrain containing a fenced big game range and recreation headquarters area. The refuge was established primarily for the propagation and display of buffalo, elk, deer, and other native wildlife. Approximately 35 buffalo, 25 elk, and 30 to 50 deer comprise the present big game population.

It is proposed that the entire area be released to a public agency with the buildings and other facilities. No negotiations have to date been carried out.

A savings in fiscal year 1966 of $18,800 and one permanent position will be accomplished.

CAROLINA SANDHILLS NATIONAL WILDLIFE REFUGE

This area is located in northeast South Carolina between the great Pee Dee and Lynch's Rivers in Chesterfield County. The Bureau's operations will be phased out completely on this area.

The refuge was established in 1939 and consists of 49,000 acres. Numerous small artificial lakes with adequate water supply from small clear-flowing streams, springs, and seeps are located on the refuge. The upland consists of the gently rolling sandhills with light, poor, sandy soils covered with predominantly second-growth long-leaf pine and scrub oak.

In view of the fact that this area is largely forested, it has low waterfowl values.

The State of South Carolina Forestry Department may be interested in obtaining the area for a continuation of the forest management practices which have been carried out. No negotiations have to date been carried out.

The phasing out of the area would be initiated in fiscal year 1966 with savings of $37,000 and two permanent positions.

LITTLE PEND OREILLE NATIONAL WILDLIFE REFUGE

This area contains 43,950 acres of Federal land located in northeast Washington, Stevens County. Non-Federal lands within the administrative boundary are either State or privately owned.

The refuge was established by Executive Order 8104 in 1939. This is a mountainous area which supports a good stand of timber and is managed primarily for a unique subspecies of white-tail deer, ruffed, blue, and Franklin's grouse. Waterfowl values are low and for this reason the area will be phased out.

The U.S. Forest Service or the Coleville Indian Reservation may be interested in taking over management of this area. No negotiations have been carried out to date with either agency.

Savings of $29,000 and two permanent positions will result in fiscal year 1966.

PATHFINDER NATIONAL WILDLIFE REFUGE

This area is located on the Pathfinder Reservoir in Natrona and Carbon Counties, Wyo. It was established in 1909 and contains approximately 46,300 acres. The refuge supports some waterfowl, deer, and antelope and the land is public land administered by the Bureau of Reclamation. The refuge is a secondary use.

It is proposed to release 32,000 acres of the refuge which lands have low waterfowl values. This action is presently in progress.

There will be no savings in funds or positions on the area but it is the remaining acreage that will be more efficiently managed.

MOOSEHORN NATIONAL WILDLIFE REFUGE

This refuge is located in the easternmost point of Maine in Washington County. It was established in 1937 and contains 22,566 acres of seacoast, upland, timber, streams, fields, and marshes. It was originally acquired by the Resettlement Administration and some additional lands were added to the refuge under the Migratory Bird Conservation Act. The refuge has been administered as a waterfowl and woodcock breeding area and as an upland game demonstration area.

It is proposed to dispose of a portion of what is known as the Edmunds' unit of the refuge to a public agency, possibly the State of Maine. This area is primarily managed for recreational purposes. It is also proposed to exchange some of the uplands in the south portion of the Baring unit for wetland areas of more value for waterfowl management purposes. No negotiations have as yet been carried out with any public agency or private individuals.

Savings in the fiscal year 1966 will be $30,000 and two permanent positions.

SAVINGS EFFECTED BY CLOSINGS

A saving of $350,000 will be made in the field programs for the control of predatory animals and injurious rodents for fiscal 1966, reducing the estimate for this activity to $2,381,000. This savings will reduce the number of man-years paid from Federal funds as indicated in the following tabulation:

State	Decrease	
	Amount	Man-years
Region 1:		
Alaska	$40,000	2.0
California	31,000	3.2
Idaho	22,000	2.3
Montana	20,000	2.0
Nevada	23,000	2.5
Oregon	20,000	2.0
Washington	11,000	1.5
Region 2:		
Arizona	15,000	1.5
Colorado	22,000	2.3
New Mexico	24,000	2.5
Oklahoma-Kansas	16,000	1.5
Texas	31,000	3.2
Utah	20,000	2.0
Wyoming	19,000	2.0
Region 3:		
North Dakota	8,000	1.0
South Dakota-Nebraska	15,000	1.5
Region 4:		
Arkansas	6,000	1.0
Louisiana	7,000	1.0
Total	350,000	35.0

NOTE.—These savings will not affect the scope or degree of supervision of these cooperative projects.

CONSTRUCTION OF HATCHERIES

Chairman HAYDEN. Last year the Senate added funds for additional construction at six hatcheries, which construction was not included in

the budget. Can you please advise the committee on the status of the work for which the funds were provided?

Mr. GOTTSCHALK. Yes, Mr. Chairman. I know that you know I am relatively new on this job, and I have here with me a capable staff who have the details at their fingertips. I would like your permission to call on some of my assistants.

On this question, Deputy Director A. V. Tunison.

Mr. TUNISON. Mr. Chairman, on receipt of the funds, we proceeded to draw up the engineering plans on all of the hatcheries that you mentioned. We expect to let bids on or before June 30. The funds will be obligated before June 30.

CLOSURES OF HATCHERIES

Chairman HAYDEN. On page 16 of your justification is a statement that there will be a "continuing study and survey of marginal stations to effect closures where warranted." This implies that such a study was carried on in fiscal year 1965. Were any stations closed during that year, and if so, which ones?

Mr. GOTTSCHALK. Mr. Tunison.

Mr. TUNISON. Yes, Mr. Chairman; I might preface this remark by stating that from the time the national fish hatchery system was inaugurated back in the 1870's until now, we have actually closed more hatcheries during that time than we now operate.

In the earlier days, the type of fish required for stocking was quite different than what we need today. At that time, the people in charge were satisfied to have what we consider now relatively small water supplies. They only needed a small hatchery, and they were dealing in eggs and fry, which are young fish.

As the years have gone by, we have developed into needs for larger fish. For that reason, today, and particularly because it is a national system, we want large hatcheries. We are not bounded by State lines. We cross State lines. We even fly fish from one area of the country to another. Where we have big hatcheries, invariably we can carry on more efficient operations.

Answering your question, specifically, last year we closed the Arcadia, R.I., hatchery. It is a small warm-water station. As I recall, it had 7 acres of ponds. It was not producing. It is now being used for research purposes in conjunction with the University of Rhode Island.

We have in the mill for foreclosure this year the Cape Vincent station in New York State. This hatchery was established, I would say, about 1900, and at that time was used almost exclusively for hatching of herring and other fish of the Great Lakes.

We attempted at one time to rear lake trout, but the water is too warm in the summer. During the years a few bass ponds were constructed, and we operated those, but there is not the need for bass in that area that would warrant continuing the hatchery. We now have an arrangement with the State of New York whereby they will make use of this facility.

Another hatchery in New York State was called Carpenter's Brook. It was near Syracuse. It was a cooperative hatchery. We did not own it. It was constructed during the thirties. We operated it in conjunction with the county, and arrangements have been made whereby it will be turned over to the county for their operation.

MESCALERO NATIONAL FISH HATCHERY

Chairman HAYDEN. In fiscal year 1964 Congress appropriated $190,000 for construction of a trout hatchery on the Mescalero Indian Reservation in New Mexico. What is the status of that project at this time?

Mr. TUNISON. We are working on the plans which call for the pipelines, drainage, buildings, landscaping, roads, and fencing. We expect to solicit bids about the middle of this month. One contract was awarded on October 9, 1964, for buildings and roads.

I think we are making good progress, Mr. Chairman.

OPERATION AT LA CROSSE, WIS.

Chairman HAYDEN. I observe in your data regarding operation and maintenance of the La Crosse, Wis., hatchery that there is no production of fish. I believe that that is the location of a fish control laboratory. Just what work is carried on at La Crosse?

Mr. TUNISON. That is a three-way operation, Mr. Chairman. If I could back up for a few years—at one time back in the thirties the La Crosse station was a regional headquarters. In some ways you might refer to it as a regional office. It was operated in the Bureau of Fisheries. From that station direction and supervision was given to hatcheries all through the Midwest and at one time even Florida came under that station.

Also, as I mentioned earlier, this station was not blessed with an adequate water supply. We obtained water from the city of La Crosse. For years we worked in harmony with the city and then they decided to chlorinate their water, which is proper.

RESEARCH AT LA CROSSE

That caused us an additional expense to dechlorinate the water. Then we decided that we could rear fish for production purposes more economically at other places. So it was converted to a research station dealing with fish control.

In other words, we are testing chemicals and by other means trying to learn a specific chemical for control of a specific species of fish. Last year we tested more than 150 chemicals and we used more than half a million fish in order to carry on these tests.

We have made some progress. There is one chemical that looks better than Rotenone, which is a common chemical used today. In addition, it is the headquarters of the upper Mississippi coordinator. We have a man there who works with all the State fishery management people on the upper Mississippi River. It is nothing more than a coordinated activity.

In addition, it houses our hatchery disease technologists. They carry on their tests there. They go out to hatcheries, not only our own but to State hatcheries as well, and bring back sick fish or carry on tests to try to find cures.

MAMMAL CONTROL PROGRAM

Chairman HAYDEN. Your budget request includes a proposed $350,000 reduction from the fiscal year 1965 estimate for control of preda-

tory animals and injurious rodents. The reduction is distributed to almost every State except those in the northeastern region. What are the reasons for curtailing the programs?

ADVISORY BOARD ON WILDLIFE MANAGEMENT

Mr. GOTTSCHALK. The predator and rodent program of the Department was given the benefit of study by a group appointed by the Secretary of the Interior to examine the operations and determine whether or not they were in accord both with respect to policy and procedures with the conditions which exist at the present time.

This was a committee that was composed of a group of nationally known educators and conservationists. The group reported last year. The consensus of the committee's report in effect was that while our policies are generally applicable today as they were a few years ago, and are designed not to carry out predator and rodent control where it is not needed; that there was an excessive amount of work being done in certain types of situations, primarily where we are operating in the stockraising parts of the country. This is primarily in the Western States.

In the Northeast and even in the Southeast, with the exception of Arkansas and Louisiana, our program having to do with predator and rodent control is an extension-type program, wherein we tell the farmers and others who are bothered by wild animals how to control them, or to reduce the depredations that they might cause, then the farmer himself goes ahead and does the work.

Now, the other type of program out in the West is one in which, in cooperation with the States, and with livestock associations, in some cases counties and various other groups, our men actually supervise the destruction of animals by poison or by trapping or by whatever means is the most appropriate.

REDUCTION IN PROGRAM

The reduction that we have proposed, $350,000, is designed to reduce the amount of Federal participation in the actual control programs having to do with largely coyotes, but to a lesser extent rodents.

Chairman HAYDEN. Does this mean that there will be more coyotes and more mountain lions preying on the livestock industry?

Mr. GOTTSCHALK. I think it would be very difficult to answer that question specifically, but we do not think that there will be an increase which would be sufficient to materially affect the interests of the livestock people in the West. We are very seriously concerned about their problems.

There has been a change in the type of sheep ranching taking place in the West. We find now that the centers of sheep production are gradually shifting eastward, and we are going more and more to a very highly developed type of sheep husbandry with sheep in pens.

We are finding, for example, more and more sheep being raised in Iowa and in the more easterly States.

TRAINING AND SUPERVISION

But basically what we hope is this: that we will be able to carry on a program of training of our people through the supervisory staff

that we have, which will result in the men in the field doing a better job of catching the coyote that is doing the damage, rather than just going out and trying to kill any coyote. This, I think, has been the principal problem in the past.

It is very difficult, as I am sure you are aware, to send a trapper out and say, "Kill coyote A, he is a bad one, but leave B and C alone because they aren't doing any damage." He cannot tell one from the other.

But, nevertheless, this is the challenge we have, and what we are going to be working on very hard. We are organizing a more intensive training program, and I am hopeful that we can still do the job that needs to be done in support of sheep raising in the West, and take care of the interests of the thousands of people who frankly are quite violently in opposition to the idea of killing any coyotes.

We are in one of these situations.

Chairman HAYDEN. I have received letters bemoaning the fate of the poor coyote.

HABITS OF COYOTES

Senator MUNDT. Do any of these coyotes change their habits? You say sometimes a coyote is not doing any damage. Another kind is a sheepeating coyote. How about the non-sheep-eating coyote changing his habits?

Mr. GOTTSCHALK. If he does it real fast, if he gets started working on sheep, either because of a band being moved into his territory or because he has changed his habits, one of our problems is to identify this change.

It does not usually take long for the sheepherder to know when he has a problem coyote. I think that we can work out some procedures that will enable us to identify these coyotes.

It is not as effective, frankly, as going out and just trying to eliminate the coyotes but we do not think we have that responsibility. In fact, we think we have a responsibility to see to it that there are a few coyotes left.

But the job of doing this discreetly enough to permit a few coyotes in certain places, preferably in the back country, where they would only be in cattle country, let's say, and preventing them from getting into the sheep range is not going to be a simple task.

ECONOMIC LOSS DUE TO COYOTES

Senator MUNDT. Do you have figures available showing the economic loss to the sheep industry from coyotes?

Mr. GOTTSCHALK. We do not have what I think would be accepted by top-ranking economists as real good figures. This is another big need we can try to get. I can tell you the sheep-rearing organizations are working very hard on this themselves.

We have statistics on the losses of sheep, but I would not want to say that we are ready to advertise these as being real sound figures.

Senator MUNDT. Are they firm enough so you could indicate whether or not the coyotes are gaining on the sheep, or the sheep are gaining on the coyotes?

Mr. GOTTSCHALK. With your permission, we could give you a statement on this general question. I think it might be better, because we could reason it out, perhaps.

Senator MUNDT. I think it would be helpful. I have seen statistics from my own State, for example, which indicate that the sheep losses are getting higher and higher. The coyote is gaining on the sheep.

The question is not whether there are going to be any coyotes left, but whether there are going to be any sheep left.

We ought to get the conservation interests interested in sheep, too.

(The information referred to follows:)

SHEEP LOSSES AND STATUS OF COYOTE POPULATIONS

The Bureau of Sport Fisheries and Wildlife does not maintain statistical records of national sheep losses. The South Dakota Crop and Livestock Reporting Service conducted a survey of South Dakota livestock and poultry losses during 1963. This survey was conducted during May of 1964. It reported death losses of livestock and poultry in 1963 amounted to nearly $19 million. Of this amount, disease was reported at 28.2 percent, slightly over $11 million; management problems 37.1 percent, a little over $7 million; and losses to predatory animals 4.7 percent, $898,600. The sheep inventory value as of January 1, 1964, in South Dakota, was set at $23,925,000. Sheep losses to predatory animals were reported to be $270,000. The remaining $628,600 was attributed to predatory animals preying on cattle, hogs, and poultry.

A survey conducted by the Colorado Woolgrowers Association during 1962–63 covered an area containing 644,400 sheep. Reported in the survey were about 100,000 of which 7.5 percent were lost to predatory animals. Coyotes were reported as the most important predator covering 74 percent of the reported loss; bear, bobcat, fox, cougar, and eagle depredations were reported to total 7,424 sheep. To show the economic impact, the survey projected the 7.5-percent loss for this area as amounting to 48,330 head. A value of $19 per head projected the total loss to over $900,000.

Individual sheepmen have on numerous occasions reported to the Bureau that their losses without predatory animal control amounts to 10 percent or more. In areas of the cooperative control programs losses are commonly reported at 1 percent or less.

During the late 1940's and early 1950's coyote populations throughout the United States were at a lower level than in the previous decade. This was due in part to new control techniques and probably in part to a low in a population cycle. During the middle and late 1950's the numbers started to increase and a relatively high population of coyotes is found throughout most of the Western United States where control programs are not conducted. In areas where control programs have been conducted, some increase in coyote numbers has also been noted. Control programs require continuous effort to keep coyote numbers at tolerable levels in areas where sheep are raised. More sheep are being placed under fences for better management purposes, which, in turn, has required additional protection from predatory animals.

INCREASE IN COOPERATIVE PROGRAM

Chairman HAYDEN. Are there sufficient increases in contributed funds to avoid a decrease in the total program?

Mr. GOTTSCHALK. We anticipate that many of the associations and cooperators will increase the funds which they put into the program to avoid a decrease, but I cannot say that this will occur universally. We expect that it may well happen in most of the Western States.

NUTRIA CONTROL PROGRAM

Chairman HAYDEN. What is the status of the research program for nutria control?

Mr. GOTTSCHALK. With your permission, Mr. Chairman, I would like to ask Assistant Director Buell, who is in charge of our wildlife program, to comment on that question.

Mr. BUELL. You will recall, Mr. Chairman, it was 2 years ago that $50,000 was appropriated for nutria control in the South—$35,000 of this is being used in the State of Louisiana, and $15,000 in an adjacent area of east Texas.

There are three men engaged in the control of nutria and who work with our Division of Wildlife Research, which is doing considerable research work on control methods for this animal.

This gets into trapping, into testing experimental baits, and in general determining how far we must go in order to protect canefields from nutria.

Chairman HAYDEN. How much can you adequately use during the coming fiscal year for this important work?

Mr. BUELL. At the present time, sir, nutria are not comparatively abundant in Louisiana. I believe that generally this is laid to the fact that there were some severe hurricanes there a few years ago.

It is my opinion that at the present time the funds for control are adequate, depending on research developments. Nutria control funds will be affected by the economy program but nutria research funds will not.

Chairman HAYDEN. Can you predict with any degree of accuracy when a solution to the control of this problem can be reached?

Mr. BUELL. I believe that within the next 3 to 4 years we will be on top of it, that effective methods which landowners can use will have been worked out.

RIVER BASIN STUDIES PROGRAM

Chairman HAYDEN. You estimate a need of $1,387,000 for river basin studies, including an increase of $36,000 and one permanent position for participation in the comprehensive river basin planning being carried out by the Department of Agriculture.

Would you please explain just what work is being carried on by your bureau in connection with river basin studies, and, particularly, touch on the Department of Agriculture portion of this work.

Mr. GOTTSCHALK. I mentioned this program in my introductory remarks, and indicated the high importance we place on attempting to make sure that these large Federal programs which so vitally and so vastly affect the landscape and the habitat which fish and wildlife depend on will be beneficial where possible, and certainly do as little damage to wildlife as possible.

COOPERATION WITH OTHER AGENCIES

Now, our work is primarily carried on under this activity with the Corps of Engineers, and with the Bureau of Reclamation, and with the Department of Agriculture.

I believe that the type of thing that we carry out with Reclamation and the Corps of Engineers is obvious. These are large construction agencies building multipurpose projects, and in conjunction with these programs we make preliminary and detailed studies of the biology of a particular location prior to the time the work by the agency is begun, to give us a basis from which to try to anticipate what might occur.

Then based on the experience that we have now accumulated over a period of several decades, actually, we predict what might be expected to happen, and devise modifications in the plan needed to get the maximum benefits from these projects.

I might say that as far as the Corps of Engineers is concerned, we also review the applications for permits for river and harbor improvements, including dredging, which is becoming a problem of great importance in the coastal areas, since many of the dredging permits pertain to the removal of waterfowl habitat in the marshes along our coast.

We are greatly concerned that this may ultimately result in the actual destruction of a large quantity of wetland habitat along a coast.

With the Department of Agriculture, we are working in a number of directions. We are asking, as you know, for a small increase, and our estimate is designed to cover in part the work that we are doing on comprehensive river basin studies. These studies, an outgrowth of the work of Senator Kerr's Select Committee on National Water Resources, will be underway on 20 river basins in 1966, with the expenditure by all Federal Agencies involved in water resources planning of $11.5 million. The principal agencies involved in these comprehensive studies are the Corps of Engineers, the Bureau of Reclamation, and the Soil Conservation Service of the Department of Agriculture. We are receiving, and will receive, substantial transfers for our part of this work from the Corps of Engineers and the Bureau of Reclamation. However, under the law, we cannot receive transfers of funds from the Soil Conservation Service. The increase of $36,000 is required to keep pace on the comprehensive river basin studies with the effort of the Department of Agriculture on this program.

Chairman HAYDEN. I am compelled to leave; but, Senator Mundt, will you carry on?

CONSTRUCTION

Senator MUNDT (presiding). There will be placed in the record the justification of your estimate of $2,992,000 for the construction activities of the Bureau of Sport Fisheries and Wildlife in fiscal year 1966. This is $5,065,800 less than the appropriation for last year.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The purpose and long-range objectives of the program for construction are to provide land, buildings, and other facilities for the conservation, management, and investigations of the Nation's sport fish and wildlife resources.

Accomplishments planned for 1965 include planning, new construction and improvements at 19 fish hatcheries; plans and specifications for a national fisheries center and aquarium; new and continued construction at 3 fishery research laboratories; construction and development at 12 wildlife refuges; engineering planning at refuges; and construction at 2 wildlife research centers; and planning for a new migratory bird population station.

The 1966 program provides for replacement of raceways at the Pisgah Forest No. 2 National Fish Hatchery in North Carolina; complete construction of an operable unit at the fish-pesticide laboratory in Columbia, Mo.; construction and development of 19 refuges; engineering planning at refugees; storm damage repairs at 5 refuges; completion of operable facilities at the Northern Great Plains Research Station in Jamestown, N. Dak.; and the pesticide research laboratory at Denver, Colo.

Construction

Appropriation, 1965		$7,016,200
Supplemental appropriation, 1965		1,041,600
Unobligated balance from prior years		1,521,898
Total available for obligation 1965		9,579,698
Decreases:		
Fish hatchery facilities	$4,373,774	
Fishery research facilities	1,446,961	
Wildlife refuge facilities	3,000,791	
Wildlife research facilities	758,172	9,579,698
Subtotal		
Increases:		
Fish hatchery facilities		196,000
Fishery research facilities		365,000
Wildlife refuge facilities		2,000,000
Wildlife research facilities		431,000
Budget estimate, 1966		2,992,000

Analysis by activities (total funds)

Activity and appropriation	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+), or decrease (−) 1966 compared with 1965
1. Sport fish facilities:				
Construction	$5,204,562	$5,820,735	$561,000	−$5,259,735
Construction of recreational and fish and wildlife facilities, Bureau of Reclamation	306,100	1,991,000	170,500	−1,820,500
Subtotal	5,510,662	7,811,735	731,500	−7,080,235
2. Wildlife facilities:				
Construction	3,516,113	3,758,963	2,431,000	−1,327,963
Construction of recreational and fish and wildlife facilities, Bureau of Reclamation	405,085	701,974	122,000	−579,974
Subtotal	3,921,198	4,460,937	2,553,000	−1,907,937
Total, direct appropriation	8,720,675	9,579,698	2,992,000	−6,587,698
Other funds	711,185	2,692,974	292,500	−2,400,474
Grand total	9,431,860	12,272,672	3,284,500	−8,988,172

Analysis by activities

Activity	Fiscal year 1965 amount available	Fiscal year 1966			Total available 1966 compared to total available 1965
		Unobligated balance from prior years	Budget estimate	Estimated total available	
1. Sport fish facilities	$5,821,000	----------	$561,000	$561,000	−$5,260,000
2. Wildlife facilities	3,759,000	----------	2,431,000	2,431,000	−1,328,000
Total	9,580,000	----------	2,992,000	2,992,000	−6,588,000

1. SPORT FISH FACILITIES, $561,000

(a) *Fish hatchery facilities, $196,000*

The estimate of $196,000 is for construction at the following fish hatchery:

Pisgah Forest No. 2, North Carolina.—The Pisgah Forest No. 2 national fish hatchery was established in 1957, for the production of trout for stocking waters on the Pisgah and Nantahala National Forests, Great Smoky Mountain National Park, Cherokee Indian Reservation, and waters created by federally sponsored programs and State-Federal cooperative areas. While the original demand upon the station was about 275,000 trout annually, it now distributes about 600,000 fish annually. It is expected that the need will increase to 800,000 trout in 1966.

The development program for this station places the greatest urgency on the replacement of the present raceways which are deteriorating rapidly and will be useless within 2 to 4 years. Without these production units the trout programs now supported by this hatchery will be cut drastically.

Funds requested are for the following:

Replacement of 6, 18- by 200-foot concrete raceways, inplace pipe-fittings, etc	$115,000
Remodel water supply intake and control structures	45,000
Replace small raceway drain line with one of adequate size	10,000
Replace floodlights, air and electric outlets at raceways	10,000
Replace hard surfacing around raceways	5,000
Replace fencing around raceways	5,000
Replace and increase length of underground telephone cable	6,000
Total	196,000

(b) *Fishery research facilities, $365,000*

The estimate of $365,000 is for construction at the following Field-Pesticide Research Laboratory:

Fish-Pesticide Research Laboratory, Columbia, Mo.—An office-laboratory building providing approximately 25,000 square feet of floor space and including about 6,400 square feet for experimental tanks, is now being built with $735,000 appropriated in 1965. The estimated cost for additional facilities, including the following major structures needed to complete a fully operable installation to serve as the headquarters for the expanded fish-pesticide research program, is $365,000:

Raceways: 6, 4 foot by 25 foot by 30 inch, covered	$23,300
Tanks: 48, 10 feet circular, supply and drainage	15,400
Ponds, earthen, with water control structures:	
8, ½ acre	91,000
12, ¼ acre	78,200
24, 1/10 acre	86,000
Storage building, equipment: 26 by 127 feet	33,600
Storage building, volatiles, LS	2,800
Surfacing, gravel and blacktop	25,500
Curbs, sidewalks, and landscaping	9,200
Total	365,000

2. WILDLIFE FACILITIES, $2,431,000

(a) *Wildlife refuges, $2 million*

The estimate of $2 million consists of $1,608,000 for development on 19 national wildlife refuges, $200,000 for advance planning, and $192,000 for storm damage, as follows:

Imperial, Ariz	$33,000	Lower Souris, N. Dak	$14,000
Lower Klamath, Calif	148,000	Tewaukon, N. Dak	99,300
Modoc, Calif	54,000	Malheur, Oreg	80,000
Monte Vista, Colo	105,000	Erie, Pa	57,600
Loxahatchee, Fla	50,000	Ouray, Utah	95,000
Savannah, Ga	123,800	Horicon, Wis	20,500
De Soto, Iowa and Nebr	85,000		
Quivira, Kans	118,000	Total	1,608,000
Tamarac, Minn	82,500	Advance planning	200,000
Benton Lake, Mont	210,000	Storm damage	192,000
Sheldon, Nev	20,000		
Iroquois, N.Y	125,300	Total estimate	2,000,000
Lake Alice, N. Dak	87,000		

Development on national wildlife refuge lands is necessary if Bureau goals are to be achieved. These goals provide for perpetuation of the migratory waterfowl resource; preservation of certain big game species that require special management such as the bison, bighorn sheep; protection of rare and endangered species such as the whooping crane; and preservation of specific types of habitat which would otherwise be lost. In addition, provision is made for people to enjoy these wildlife resources, either through hunting and fishing when populations are at an adequate level or through observation and photography.

The refuge lands must be capable of maximum production of food and cover. Intensive management cannot be achieved without development. The estimate will provide:

Water impoundments for wildlife facilities	$1,212,800
Biological development	118,200
Buildings	35,000
Fencing	35,000
Roads and trails	91,700
Structures and utilities	65,300
Recreational development	50,000
Advance planning and water rights	200,000
Storm damage at 5 refuges	192,000
Total	2,000,000

The construction outlined below will create operable management units within the refuges. Master plans or specific biological and engineering reconnaissance plans are the basis for the estimates. Recreational development is compatible with wildlife management and is in accordance with the act of September 28, 1962 (16 U.S.C. 460(k) et seq.).

Imperial, Ariz., $33,000.—This refuge area has as one of its primary objectives the provision of wintering habitat for migratory waterfowl, especially Great Basin Canada goose. To meet this objective, it is necessary that additional land be developed to produce supplemental feed. Land development here involves irrigation water, and the water rights available must be protected by proof of beneficial use. The estimate of $33,000 will permit development of 300 acres of potential cropland which will greatly improve the supply of needed waterfowl foods.

Lower Klamath, Calif., $148,000.—This refuge, established in 1908, is one of the most valuable areas for waterfowl in the Pacific flyway. A strategic migration refuge, it provides food and resting habitat for up to 2 million waterfowl annually. It is also an important nesting area, producing about 45,000 waterfowl each year. Major dike rehabilitation, construction of a flume, and two water control structures are necessary for proper control of water in units 2, 3, 5, and 12-A. This work is also needed to handle the heavy, intermittent discharges from Tule Lake. Proper facilities are essential not only to provide the marsh habitat necessary for waterfowl management, but also to enable the most efficient use of available water.

Modoc, Calif., $54,000.—The Modoc refuge plays a significant role in waterfowl management through provision of food and water for migrant ducks and geese. In addition, it provides an opportunity for public enjoyment of the waterfowl resource through hunting and wildlife observation. The estimate will provide $29,000 to renovate or replace 20 small water control structures and rehabilitate the related dikes and canals; $5,000 for cropland development; $15,000 to replace 8 miles of fence; and $5,000 to rehabilitate 5 miles of access roads.

Monte Vista, Colo., $105,000.—This is one of the most important refuges in the central flyways, as it produces approximately 15,000 ducks annually. It also provides habitat for migrating and wintering ducks and geese, helps to alleviate crop depredations in the San Luis Valley, and provides opportunity for public hunting and wildlife observation. $105,000 will be used for construction of dikes and water controls in two units to provide for better water management which is expected to increase duck production in these areas by 50 percent as well as furnish better habitat for wintering waterfowl.

Loxahatchee, Fla., $50,000.—This refuge provides valuable wintering habitat for waterfowl, year-round habitat for mottled and wood ducks, and a permanent habitat for thousands of marsh and wading birds. Of special significance is the occurrence of the rare Everglades kite; Loxahatchee provides a home for almost the entire population of this interesting species. This is an area that also pro-

vides over 200,000 annual visitor days of outdoor recreation for hunting, fishing, wildlife observation and photography, and picnicking. To provide for heavy visitor use, the Bureau has issued a contract for a concession at the Hillsboro Canal site S–39. The concession has been successful, but cannot adequately handle the visitor demand due to a lack of parking and work space. Under the terms of the contract, the Bureau is obligated to provide the necessary fill material. The estimate of $50,000 is for this purpose.

Savannah, Ga., $123,800.—A system of 10 small pools is being constructed which will not only benefit waterfowl management at Savannah, an important waterfowl wintering area, but will provide valuable information that will have application on many other southern refuge and management areas. The estimate will improve a portion of the John Hill Canal, which will furnish a water supply for the new pools and also for the existing water impoundment areas. This work ties in with silt control being carried out in the area by the Corps of Engineers for Savannah Harbor improvement.

De Soto, Iowa-Nebr., $85,000.—An approved master plan outlines the development required for this heavily used combination waterfowl refuge and public use area. From September 15 to May 1 each year, De Soto plays host to thousands of migrating ducks and geese; and in the off season from May 1 to September 15 each year it is used by thousands of visitors for many recreational activities (300,000 in 1963). A relatively new refuge, its use by both waterfowl and humans is still building up. The estimate will provide $85,000 for road and trail development to improve access for both refuge management and public use.

Quivira, Kans., $118,000.—Established in 1956, land acquisition has finally reached the stage where major development can be carried out as rapidly as funds can be made available. An important migration area, it provides resting and feeding habitat for an average of 12 million use-days by migrating waterfowl annually. With full development it is also expected to produce 10,000 ducklings per year. The estimate will provide $118,000 for water control structures and dikes to create marsh habitat for ducks and geese.

Tamarac, Minn., $82,500.—Tamarac is an important nesting and migrational refuge for waterfowl in the transition habitat between forest and prairie zones of Minnesota: $62,500 will be spent for construction of water control facilities to improve water management of existing impoundments. Improved water control will create better waterfowl nesting and feeding habitat to achieve management goals of 6 million waterfowl use-days and production of 20,000 ducks annually. An important side benefit will be an increased wild rice harvest, which will create higher income for Indians of the Chippewa Tribe who have exclusive harvest privileges: $20,000 will permit the construction and rehabilitation of 14 miles of roads and trails which are needed for patrol, fire control, timber harvest access, public use, and general operations. Tamarac provides a wide variety of public uses, from hunting, fishing, and wildlife observation to picnicking, enjoyment of the scenic and Indian historical sites, and canoeing trips for Boy Scouts.

Benton Lake, Mont., $210,000.—The Benton Lake refuge is a most important area for the production of waterfowl. In addition, it plays a significant role in providing water, food, and cover for migrant waterfowl. The old lakebed of the refuge has been subdivided into management pools to provide 5,400 acres of controlled waterfowl production habitat. Water for filling and managing the pool is delivered from Muddy Creek through a 27,000-foot 42-inch pipeline. Thirteen thousand feet of the line is inoperative, 9,000 feet must be replaced because of failure of the joints between pipe sections, and the remaining 4,000 feet can be repaired in place. Until the pipeline is placed in operating condition, the control ponds are unusable because of the absence of water.

Sheldon, Nev., $20,000.—The Sheldon antelope refuge was established in 1931 through the cooperation of the Boone and Crockett Club and the National Audubon Society. It is managed primarily as a year round habitat for pronghorn antelope, and many other forms of wildlife. Recently, negoitations have been carried out with the State of Nevada to establish a bighorn sheep herd. To meet the Bureau's obligations in those negotiations, a big game type fence enclosure must be constructed. The $20,000 will accomplish this.

Iroquois, N.Y., $125,300.—Iroquois is a strategically located waterfowl refuge, intercepting Atlantic flyway birds that migrate through the eastern Great Lakes region. In addition to being a resting and feeding area for migrants, it contributes to production. It is managed in close cooperation with an adjacent State-owned area where there are opportunities for public hunting. All of the $125,300 estimate will be used for water control facilities that will complete development of unit 6.

Lake Alice, N. Dak., $87,000.—This refuge, has high potential for waterfowl production; it is located in the prime waterfowl habitat of the Devils Lake Basin of North Dakota. Since 1935, the refuge has been used to a high or low degree by waterfowl depending on whether it was a wet or dry year. Such variation occurred because there was no means of regulating the water in Lake Alice (also known as Lac Aux Mortes). To maintain proper water levels, and sustained high waterfowl production, a water control must be constructed. The structure is also needed as part of an overall water control plan for the Mauvais Coulee watershed. The Bureau is obligated to provide this structure under terms of an agreement with the North Dakota State Water Commission. This high-priority project is also inextricably bound with the entire Bureau water rights program in the State of North Dakota.

Lower Souris, N. Dak., $14,000.—This is a high-value waterfowl production refuge in the northern prairie region of the North Central States. Located on the Souris River, which originates in and returns to Canada, water regulation is governed by the International Joint Commission, composed of representatives from the United States and Canada. The Bureau is obligated to release 20 cubic feet of water per second into Canada for downstream water users during periods of normal riverflow when existing water control is adequate. During drought periods however, when riverflow is low, the International Joint Commission has ruled that the release may be reduced to 2 cubic feet per second. The existing structure does not permit accurate metering at that rate, and erratic releases occur which complicate Canadian water management. It is essential that an additional low-flow structure be provided at a cost of $14,000.

Tewaukon, N. Dak., $99,300.—This refuge is an excellent waterfowl production area as well as a migration area. It is especially important to the management of the small Canada geese (known throughout the central flyway as the Sand Lake goose flock), which use Tewaukon as a resting and feeding area each fall. The refuge also has high value as a recreation area. It provides birds for waterfowl hunting on adjacent private and State-owned lands, upland game and big game hunting on the refuge proper when it does not interfere with waterfowl management, and fishing and other water-related recreation on Lake Tewaukon proper. The estimate will provide $62,500 for water control structures to improve and expand waterfowl habitat, and $36,800 for access roads and trails. The funds for roadwork will permit completion of a section of relocated county road which was st arted in fiscal year 1965.

Malheur, Oreg., $80,000.—Malheur is one of the older refuges, established in 1908. However, funds have not previously been available to carry out the development which will permit initial work on subdividing of the large, shallow Malheur Lake into smaller, more manageable water impoundments. This is essential to conserve water in years of short supply, and will help to maintain higher production of waterfowl in such years. Malheur now produces up to 70,000 waterfowl in years of good water supply. This development will help to keep production at a high level. It will also improve feeding conditions for migrating waterfowl. Malheur plays host to over 1 million ducks and geese each spring and fall.

Erie, Pa., $57,600.—This estimate will complete the first phase of water control facility development. Such work is essential so Erie can meet its objectives of providing suitable marsh habitat for breeding and migrating waterfowl. Located in the major flight lane of Atlantic flyway birds, off the eastern end of Lake Erie, the Erie refuge plays a vital role in waterfowl management. The scarcity of waterfowl habitat in this part of Pennsylvania makes it essential that the refuge development be carried out. The $57,600 will be utilized for water control facilities necessary for creation of waterfowl breeding and feeding habitat.

Ouray, Utah, $95,000.—Ouray refuge was established on the Green River in Uintah County to replace Great Basin Canada goose nesting habitat being lost in the Flaming Gorge Reservoir, as well as to provide production and migration habitat for other waterfowl. With full development Ouray will provide for up to 4,750,000 waterfowl use-days and will produce about 14,000 waterfowl annually. The estimate will permit continuation of development work initiated in fiscal year 1964. Of the total estimate, $60,000 is for water control facility development; $35,000 is for one residence and two storage buildings.

Horicon, Wis., $20,500.—This refuge is an outstanding duck production area and concentration point for Mississippi Valley Canada geese. Annual duck production has averaged 8,000 birds and fall goose flocks number over 100,000. Visitor use of Horicon is high, with up to 400,000 annual visitor-days primarily

to observe the large numbers of geese. Public hunting is also permitted. The $20,500 is for construction of dikes which will create an additional subimpoundment to enhance production and fall feeding of waterfowl.

Advance planning $200,000.—The orderly development of 307 national wildlife refuges is dependent on a program of master planning. Without such long-range planning, it would not be possible to properly balance the total wildlife conservation, resource utilization, and public recreational use of the 28¾ million acres in the National Wildlife Refuge System. The estimate of $150,000 for such planning will provide the master guidelines for 10 units of the System; $50,000 is for the continuation of water rights studies. With the ever-increasing demands for water throughout the country, it is essential that water rights for refuges be reviewed, and necessary action taken to file and obtain additional rights and protect existing rights where necessary. Adequate water supplies are the prime prerequisite for waterfowl management, and the Bureau's most important objectives and responsibilities.

Storm damage, $192,000.—This estimate is for the rehabilitation of facilities at five national wildlife refuges located in the States of Arkansas, California, Florida, Mississippi, and Montana, which were damaged by flash floods and excessive rainfall in the spring of 1964.

The total damage by refuge is as follows:

White River, Ark.	$20,000
Modoc, Calif.	6,000
St. Marks, Fla.	100,000
Noxubee, Miss.	20,000
Benton Lake, Mont.	46,000
Total	192,000

Facilities damaged include dikes, levees, fences, roads, bridges, buildings, and croplands. Repair of these facilities is essential to the restoration of normal operations and to restore valuable habitat for nesting, feeding, and wintering of an important segment of the migratory waterfowl, as well as habitat for other wildlife. Prompt repair is needed to prevent further damage, particularly to the water control facilities.

White River National Wildlife Refuge, Ark., $20,000.—Due to fast-rising water levels the Parrish Lake structure was damaged beyond usefulness. This structure provides water management over 6,000 surface acres. This lake is an important waterfowl feeding and resting area on the refuge and also provides 10,000 man-days' use annually for fishing. Also, the Frazier Lake levee was damaged by swift water currents causing severe erosion. This levee makes water management for aquatic food plants possible on 150 acres and also provides a roadway to 150 acres of farmland and 2,800 acres of timberland.

Repair water control structure and levees, $20,000.

Modoc, Calif., $6,000.—This refuge provides important nesting habitat, and especially feeding and resting habitat for migrating waterfowl. Heavy rainfall caused serious erosion and damage to 600 acres of cropland. This land must be rehabilitated to provide the supplemental feed essential to migrant ducks and geese. Water control structures which were also damaged are being repaired with $11,000 in supplemental 1965 appropriations.

Rehabilitation of croplands, $6,000.

St. Marks, Fla., $100,000.—Excessive rainfall caused unusually high water levels in the East River impoundment. Most of the damage resulted when 9.5 inches of rain fell within a 26-hour period on April 27–28, and an additional 5.1 inches on June 6, 1964. Abnormal water pressures, plus the erosion which occurred when excessive waters were released, have undermined the major control structures. The impoundment is managed for the production of aquatic vegetation suitable for waterfowl and supports large concentrations of ducks, geese, coots, and other water birds. Unless this structure is repaired to prevent loss of water, it will not be possible to maintain water levels needed for management purposes during critical drought periods. This estimate will permit completion of rehabilitation work begun with $69,000 in 1965 supplemental appropriations.

Repair of East River water control structure, $100,000.

Noxubee, Miss., $20,000.—Flash floods due to excessive rainfall during the period March 13–15, 1964, caused serious damage to a new levee and several roads in the refuge. These included the road to Greentree Reservoir No. 4, the Keaton Tower Road, and roads to timber compartment 13. The repair of these roads is essential to management of the reservoirs for waterfowl habitat improvement, for public access for fishing and other activities, and also for timber harvest. The repair of the new levee of Greentree Reservoir No. 3 is being done with 1965 supplemental appropriations. This estimate will permit completion of the storm damage repair.

Repair of roads, $20,000.

Benton Lake, Mont., $46,000.—Unprecedented rainfall early in May and again in June 1964, resulted in severe damage to dikes, water control structures and spillways. Water impounded in Lake Creek Valley was suddenly released when highway crossings fill broke and the wall of water topped and breached one dike and caused severe erosion to two dikes, spillways, and water control structures on the refuge. Surface waters flowing into Lake Creek channel deposited excessive silt which must be removed since uniform grades are necessary in this 6 miles of channel used to convey water to the refuge—$74,000 was provided in fiscal year 1965 supplemental appropriation to perform the initial phase of this rehabiltation program. The $46,000 estimate will complete the storm damage repair. A breakdown of the estimated repair and replacement costs follows:

Resurface 7 miles of dike	$26,000
Rehabilitation of 6 miles of Lake Creek channel	10,000
Repair 3 spillways	10,000
Total	46,000

(b) *Wildlife research facilities, $431,000*

The estimate of $431,000 is for construction at the following wildlife research centers:

Denver, Colo.—$100,000 is needed to complete furnishing and equipping the new chemical screening laboratory with the following items:

Fixed laboratory equipment including fume hoods, sinks, counters, and cabinets	$40,000
Movable laboratory equipment including refrigerators, autoclaves, centrifuges, and chemical analytical instruments	45,000
Office equipment	15,000
Total	100,000

Initial construction will be completed in 1965 for this facility designed for selecting chemical methods for control of nuisance animals and for basic research on the effects of various pesticides on wildlife.

Jamestown, N. Dak.—$331,000 is needed to complete the major construction required for this new wildlife research center with the following items:

Construction of 1 residence	$20,000
Experimental ponds	105,000
Holding and rearing facilities	98,000
28-by 80-foot greenhouse for botanical research on emergent and submergent aquatic plants	46,000
Access roads and parking lots	42,000
Exterior fences	20,000
Total	331,000

These added facilities will enable the Bureau to proceed with important phases of the wetland habitat research program.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$8,720,675	$8,057,800	$2,992,000	−$5,065,800
Unobligated balance brought forward	−4,983,457	1,521,898		−1,521,898
Unobligated balance carried forward	1,521,898			
Unobligated balance lapsing	34,385			
Appropriation	5,293,500	9,579,698	2,992,000	−6,587,698
Obligations by objects:				
11.0 Personnel compensation	990,724	1,359,000	446,000	−913,000
12.0 Personnel benefits	59,061	117,000	30,000	−87,000
21.0 Travel and transportation of persons	137,402	142,000	76,000	−66,000
22.0 Transportation of things	25,782	10,000	2,000	−8,000
23.0 Rent, communications, and utilities	20,847	16,000	12,000	−4,000
24.0 Printing and reproduction	11,897	9,000	2,000	−7,000
25.1 Other services	717,339	1,031,000	200,000	−831,000
25.2 Services of other agencies	441,548	257,000	50,000	−207,000
26.0 Supplies and materials	452,218	523,000	130,000	−393,000
31.0 Equipment	156,920	253,000	90,000	−163,000
32.0 Lands and structures	3,277,401	5,862,698	1,954,000	−3,908,698
Total costs, funded subsidies and contributions	6,291,139	9,579,698	2,992,000	−6,587,698
94.0 Change in selected resources	2,429,536			
Total obligations	8,720,675	9,579,698	2,992,000	−6,587,698

REPAIRS AT PISGAH FOREST HATCHERY

Senator MUNDT. Will you please comment on the construction program which you have planned?

Mr. GOTTSCHALK. Briefly, we are proposing to replace some facilities at a trout hatchery in North Carolina. This facility was established in 1957 and is one of the important production centers for trout that go into the general area of the Smoky Mountains.

We have had a number of technical experts look at a problem which has developed down there, and we have had many discussions on a nontechnical level as to what was the cause of a deterioration in the concrete used in pouring the raceways in which the trout are produced.

The fact remains that for some reason, which we are not in agreement on, there has been a deterioration of the concrete to the extent that the raceways and the adjacent facilities are going to have to be reconstructed.

Our engineers are working with the Portland Cement Association to develop ways to prevent the same thing from occurring again.

We suspect that it is related to a high acidity of the water which drains from the granite and very ancient rocks in that part of the Appalachian Highlands.

CONSTRUCTION AT WILDLIFE REFUGES

Senator MUNDT. For construction at wildlife refuges you estimate a need for $2 million. Will this amount of money complete all the currently planned development at the 19 national wildlife refuges listed on page 95 of your justification?

Mr. GOTTSCHALK. No; it will not. Our wildlife refuge construction program is developed on a phase basis. We have a number of activities going at almost every refuge.

What we have asked for here is what would be required to carry the program forward in line with our current program of development, but there will be additional funds required on most of these refuges in the future.

PIPELINE AT BENTON LAKE, MONT.

If I may, Senator Mundt, I would like to call the attention of the committee to the Benton Lake program, where we are asking for funds to reconstruct the pipeline which is necessary to fill the marshes at that refuge.

As a result of problems which developed in the operation of the pipeline, irregular slippage and settling, a large part of the pipeline became inoperative, actually. We are going to have to replace about 13,000 feet and repair about 4,000 feet of the pipeline, at a total cost of $442,500.

I would like to submit for the record our proposal for the manner in which we propose to handle the funds. Part will be used from funds carried over from 1965. We are asking for $210,000 of new money, and $142,500 of money that we would get from our refuge receipts. It would not be appropriated funds in the sense that it is new money.

Seantor MUNDT. You may insert that in the record.

(The statement referred to follows:)

BENTON LAKE NATIONAL WILDLIFE REFUGE

COST AND FINANCING, FISCAL YEAR 1966 BUDGET ESTIMATES

In addition to the programed $210,000 for fiscal year 1966, under the construction appropriation, another $232,000 will be required to perform the work in accordance with the engineering review team's report on pipeline repair and replacement. It is proposed that all of these funds be provided in the following manner:

Available fiscal year 1965 construction funds (include carryover into fiscal year 1966)	$90,000
Proposed fiscal year 1966 construction appropriation	210,000
National wildlife refuge receipts, fiscal year 1966	142,500
Total fund requirement	442,500

REFUGE MASTER PLANNING

Senator MUNDT. Where do you propose to expend the $150,000 for master planning?

Mr. GOTTSCHALK. Mr. Buell, do you have the list of refuges where we are going to carry this out?

Mr. BUELL. I do not have them listed; but it is for the master planning of 10 refuges in 1966; and we can submit them for the record.

Senator MUNDT. Will you put it in the record, then.

(The information referred to follows:)

PREPARATION OF PLANS

Each national wildlife refuge functions as an interrelated component of an overall Bureau effort in the field of wildlife resource management. Master plans of an individual national wildlife refuge documents the role of the area in the Bureau's program and outlines the developments and management required to achieve objectives.

It is planned at this time to prepare master plans for 10 refuges in fiscal year 1966. These are:

White River, Ark.
Sacramento, Calif.
Loxahatchee, Fla.
Chautauqua, Ill.
Flint Hills, Kans.
Parker River, Mass.
Ottawa, Ohio.
Willamette, Oreg.
Aransas, Tex.
National Elk, Wyo.

WICHITA MOUNTAIN WILDLIFE REFUGE, OKLAHOMA

Senator MUNDT. The master plan for development and rehabilitation of the Wichita Mountain wildlife is estimated to cost over $3 million. Funds to initiate this work are not included in the fiscal year 1966 budget estimates. When is it proposed that the rehabilitation program will be commenced?

Mr. GOTTSCHALK. We would like to begin it as soon as possible, because the situation at Wichita is becoming increasingly critical. We are simply in a position where the demands of the new refuges which have been established as a result of our wetlands acquisition program have taken precedence over the very urgent demands that we have at Wichita for road reconstruction, both the main highways and the roads that would lead to recreation areas, or the waterfowl recreational needs there.

Senator MUNDT. What is your estimate of the first year's cost?

Mr. GOTTSCHALK. I think it would be best if we submitted that for the record, if we may.

(The information referred to follows:)

DEVELOPMENT OF REFUGE

Reserved by Presidential proclamation in 1901, the 59,000-acre Wichita Mountains Wildlife Refuge is located in southwestern Oklahoma near the city of Lawton. The refuge is dedicated to the preservation and management of unique species of wildlife in the national interest, including buffalo, Texas longhorn cattle, and elk. The refuge is managed to provide maximum opportunity for public enjoyment. Public use now exceeds 1 million visitors annually, and may exceed 2 million by 1975. Proposed repair and development work includes the rehabilitation of buildings, campgrounds, roads, fences, and utilities systems, now more than 30 years old, and substandard, and the construction of new residences, maintenance and public-use facilities. A master plan has been completed for the refuge. First phase developments, planned to initiate activities in an orderly fashion and to correct the most critical problems, are as follows:

Roads	$350,500
Rehabilitation and reconstruction of scenic highway between Cache gate and Medicine Park gate. This includes relocation of the road in two areas to remove serious existing traffic hazards.	
Marsh and water	112,000
Rehabilitation of lakeshores in public-use area, including shoreline brush control and aquatic vegetation control. This item will improve the fishing quality and remove swimming hazards.	
Recreation roads	54,600
Improving and paving of recreational area roads associated with the scenic highway to be improved concurrently.	
Electric lines	10,300
Replacement and relocation of Government-owned electric power lines between headquarters and Quanah Parker Lake. This will allow the orderly development of recreational facilities which follow in sequence.	
Total cost of development, phase I	$527,400

Phase II development totals $820,400, consisting of continued improvements to the road system; lake rehabilitation; residences, office and maintenance buildings; a visitor center; fencing; sanitary facilities; and domestic water supplies.

RENOVATION AT NATCHITOCHES, LA.

Senator MUNDT. If the funds are added to your appropriation, will you begin the work this year?

Mr. GOTTSCHALK. Yes, sir.

Senator MUNDT. Last year funds were appropriated to initiate renovation work at the Natchitoches Fish Hatchery in Louisiana. I believe it was planned that the required work would be done in two phases. What progress are you making with the 1965 appropriation?

Mr. GOTTSCHALK. Mr. Tunison, please.

Mr. TUNISON. The funds that were received in 1965, Mr. Chairman, have been planned for pond work, catfish-rearing facilities, buildings, water supplies, storage, and equipment. We expect to solicit bids this coming month.

Senator MUNDT. Will you place in the record a statement concerning the remaining needs at this hatchery and the estimated cost of them?

Mr. TUNISON. Yes, sir.

(Information referred to follows:)

STATUS OF HATCHERY PROGRAM

The Natchitoches National Fish Hatchery produces bluegill and redear sunfish, largemouth black bass, and channel catfish. At the present, distribution is made to 48 parishes in Louisiana and 13 counties in southern Arkansas. Additional allotments are made to the Mississippi Game and Fish Commission. Average annual production is approximately 3 million fish, and about 4,000 fish applications are received each year.

Most of the fish are stocked in farm or ranch ponds of less than 10 acres. It is estimated that there are 90,000 acres of these impoundments in Louisiana. In 1960, on a national basis, these ponds provided about 2,880,000 man-days of fishing; by 1976 impoundments of this nature will provide over 4 million man-days of fishing each year in the State. Management stocking of existing ponds and initial stocking of new ponds place an increasingly heavy demand on hatchery facilities.

In order to meet the need for warm-water species, it was necessary to undertake extensive repair and renovation of existing pond areas, provide special facilities for channel catfish rearing, and improve other facilities at the Natchitoches Hatchery. The need was recognized by Congress and funds provided ($175,500) for the first phase of the program in the fiscal year 1965. The following outline includes items and cost estimates needed for completion of the development program:

Funds needed for the program

Complete renovation of pond area, provide supply and drainage facilities (approximately 25 acres)	$180,000
Aquarium building (with public restrooms)	49,500
Repair and resurface station roadways and levees	16,000
Total needed for the program	245,500

CONSTRUCTION AT WYTHEVILLE, VA.

Senator MUNDT. Senator Robertson has asked me to inquire concerning needs at the Wytheville, Va., fish hatchery. Would you please place a statement in the record providing this information, and include in it an outline of any construction which may be necessary?

Mr. TUNISON. Yes, sir.

(The information referred to follows:)

STATUS OF HATCHERY PROGRAM

Funds were provided in fiscal year 1961 to initiate construction of a new national fish hatchery in Wythe County, Va. This station will replace the old Wytheville hatchery established in 1896. Rehabilitation of the existing hatchery was considered impracticable because of a steady decline in the water supply, both as to quantity and quality, together with advanced deterioration of physical facilities and a topographically undesirable site.

Trout produced at this new station will be stocked in water on State and Federal lands. A large percentage of the fish allotted to waters on Federal lands will be stocked in the Jefferson National Forest, an area of some 2,364,881 acres, in accordance with cooperative agreements with the U.S. Forest Service and the States concerned. This station will also supply trout eggs to other national fish hatcheries for rearing and subsequent stocking. It is estimated that 90 percent of the cold water sport fishery in Virginia is supported by stocking of hatchery fish. By 1976, it is expected that fishing pressure on trout populations in this State will result in a 100-percent increase in requirements for hatchery fish.

Funds appropriated in fiscal year 1961 ($150,000) have been obligated for site acquisition, water rights, preliminary engineering and installation of water supply lines. Congress appropriated an additional $159,000 in fiscal year 1963 and $205,000 in fiscal year 1964 for buildings, raceways, roads, and other hatchery facilities. In the fiscal year 1965, the sum of $190,000 was provided for quarters for permanent personnel, storage buildings, roads, domestic water supply and sewage facilities, and equipment. The items outlined below are needed to complete the development program. On completion, the potential production of this hatchery will be in excess of 100,000 pounds of trout annually.

Funds needed for the program

Concrete raceways (8 feet by 100 feet) double	$106,000
Floodlights and landscaping	20,000
Equipment (fish-cultural and maintenance)	10,000
Total funds needed	136,000

General Administrative Expenses

Senator Mundt. We go now to "General administrative expenses." There will be placed in the record a justification statement for the estimate of $1,458,000 for "General administrative expenses," an increase of $74,000 over the amount provided in fiscal year 1965.

(The justification referred to follows:)

Highlight Statement

The purpose and long-range objectives of this program are to provide executive direction and general administrative services for the Bureau. Executive direction consists of the services of the Director, a deputy, and an associate director, and secretaries at Washington, D.C., headquarters, and a regional director and secretary at each regional office. General administrative services include personnel, budget and finance, property management, and related business management activities.

The 1965 program provides increases for more adequate servicing of Bureau programs.

The 1966 program provides for a new program of ADP services.

There is no substantive language change.

General administrative expenses

Appropriation, 1964	$1,359,000
Appropriation, 1965	1,384,000
Pay cost supplemental	59,000
Total appropriation, 1965	1,443,000

SUMMARY OF INCREASES AND DECREASES, 1966

Departmental expense: To provide for a new program of ADP Services	+15,000
Net increase, 1966	15,000
Budget estimate, 1966	1,458,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Departmental expense	$366,456	$409,000	$18,000	----------	$427,000
Regional office expense	946,932	975,000	41,000	----------	1,016,000
Unobligated balance lapsing	45,612	----------	----------	----------	----------
Total	1,359,000	1,384,000	59,000	----------	1,443,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
Departmental expense	$366,456	$427,000	$442,000	+$15,000
Regional office expense	946,932	1,016,000	1,016,000	----------
Unobligated balance lapsing	45,612	----------	----------	----------
Total	1,359,000	1,443,000	1,458,000	+15,000

Analysis by activities (total funds)

Appropriation	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
General administrative expenses	$1,359,000	$1,443,000	$1,458,000	+$15,000
Federal aid in fish restoration and management	36,501	43,000	42,100	−900
Federal aid in wildlife restoration	89,084	104,300	105,200	+900
Permanent appropriations from national wildlife refuge receipts	68,573	77,100	59,900	−17,200
Migratory bird conservation account	54,589	64,000	69,300	+5,300
Bureau of Reclamation:				
General investigations	15,242	15,200	15,900	+700
Construction and rehabilitation	11,486	13,800	15,000	+1,200
Construction of recreational and fish and wildlife facilities	8,900	9,000	7,500	−1,500
Corps of Engineers:				
General investigations, civil	6,000	8,400	13,300	+4,900
Construction, general, civil	19,754	20,000	21,500	+1,500
Advances and reimbursements	84,407	97,200	102,300	+5,100
Total, direct appropriation	1,359,000	1,443,000	1,458,000	+15,000
Other funds	394,536	452,000	452,000	----------
Grand total	1,753,536	1,895,000	1,910,000	+15,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
1. Departmental expense	$366,456	$427,000	$442,000	+$15,000
2. Regional office expense	946,932	1,016,000	1,016,000	----------
Total	1,313,388	1,443,000	1,458,000	+15,000

The estimate of $1,458,000 is an increase of $15,000 and one permanent position over 1965.

Need for increase.—The increase of $15,000 is for a new program of automatic data processing services. This program will coordinate and integrate the Bureau's efforts in adopting modern automatic data processing methods to its

operations. Systems and procedures studies will be made of areas which are susceptible to ADP applications. These include: computer preparation of employee payrolls; mechanization of personnel statistics and property accountability records; data storage and retrieval system for effects and characteristics of pesticides; and data storage and analysis of Federal aid project activities. Other ADP potentials exist, but require the attention of a full-time ADP specialist in order to be exploited. ADP offers the greatest possibility for improved manpower utilization and cost reduction in the Bureau. It is anticipated that the savings from establishment of this program, to be staffed with a GS–13 management analyst, will total several times the cost involved.

Plan of work.—The estimate is for executive direction and general administrative services at the Washington headquarters and regional offices. Executive direction is provided by the Director and a deputy and an associate director at Washington and a regional director at each regional office. Executive direction consists of overall management control, including internal audit, program coordination, and decisionmaking for all organizational units and functions of the Bureau. General administrative services are provided by the Division of Administration consisting of an Office of the Assistant Director—Administration and four service divisions in Washington and an administrative officer and staff at each regional office. Administrative services consist of inspection of field offices; development, presentation, and execution of budgets; making all payments and collecting all amounts due; maintaining payroll, retirement, and leave records; maintaining accounts for control of funds and recording assets, liabilities, and income and expense; preparing financial reports; recruiting, training, placing, classifying, and servicing employees; maintaining administrative and other manuals for Bureau guidance; forms and reports control; organization and staffing studies; centralized mail, filing, and communication services; procurement of supplies, equipment, and services, contracting for construction; and control, utilization, and disposition of property.

The 1966 estimate of $1,458,000 will provide executive direction and general administrative services to the programs financed by the management and investigations of resources, construction and migratory bird conservation account (annual definite) appropriations totaling $45,427,000. This is a ratio of 3:2 percent. Executive direction and general administrative services for programs financed by permanent indefinite appropriations, appropriation transfers, and advances and reimbursements are provided for by these funds on the basis of predetermined assessment ratios. These ratios are 4:3 percent in the case of funds that are available primarily for salaries and expenses and 0:3 percent of funds that are available for other purposes such as land acquisition and payments to States. The total estimate for executive direction and administrative services from these sources in 1966 is $452,000 which, when added to the $1,458,000 estimate for the general administrative expenses appropriation, makes a total of $1,910,000. A summary table comparing the total 1966 estimate with 1965 follows:

General administrative services program

[In thousands]

Source of funds	Estimate, 1965	Estimate, 1966	Increase or decrease (−)
1. General administrative expenses appropriation	$1,443	$1,458	$15
2. Financing from permanent indefinite funds, transfer appropriations, and advances and reimbursements	452	452	----------
Total general administrative services program	1,895	1,910	15

The following is a table showing the specific sources and details of computation of the 1966 estimate of $452,000 in supplementary financing for general administrative services:

Financing from permanent indefinite funds, transfer appropriations and advances and reimbursements, 1966

[In thousands]

Appropriation or fund	Total available	Assessable at 4.3 percent	Assessable at .3 percent	Total assessment
Migratory bird conservation account (permanent indefinite)	$5,000	$1,360	$3,640	$69.3
Federal aid in fish restoration and management	6,500	582	5,918	42.1
Federal aid in wildlife restoration	16,500	1,442	15,058	105.2
Management of National Wildlife Refuges	1,393	1,393		59.9
Expenses for sales	191			
Bureau of Reclamation, general investigations	370	370		15.9
Bureau of Reclamation, construction and rehabilitation	348	348		15.0
Bureau of Reclamation, fish and wildlife facilities	300	165	135	7.5
Corps of Engineers, general investigations	310	310		13.3
Corps of Engineers, construction	500	500		21.5
Advances and reimbursements	2,375	2,375		102.3
Other	625			
Total	34,412	8,845	24,751	452.0

The total estimate for executive direction and general administrative services is broken down by organizational units, as follows:

	1965		1966		Increase	
	Positions	Funds	Positions	Funds	Positions	Funds
Departmental:						
Office of the Director	6	$110,000	6	$110,000		
Office of Assistant Director, Administration	2	37,000	2	37,000		
Division of Budget and Finance	16	159,000	16	159,000		
Division of Internal Audit	3	32,000	3	32,000		
Division of Management Analysis	5	54,000	6	69,000	1	$15,000
Division of Personnel Management	10	117,000	10	117,000		
Division of Property Management	15	95,000	15	95,000		
Subtotal, departmental	57	604,000	58	619,000	1	15,000
Regional offices:						
Region 1, Portland, Oreg	19	270,000	19	270,000		
Region 2, Albuquerque, N. Mex	32	261,000	32	261,000		
Region 3, Minneapolis, Minn	32	269,000	32	269,000		
Region 4, Atlanta, Ga	32	278,000	32	278,000		
Region 5, Boston, Mass	23	213,000	23	213,000		
Subtotal, regional offices	138	1,291,000	138	1,291,000		
Total	195	1,895,000	196	1,910,000	1	15,000

Funds for a separate administrative services organization for the Bureau were first appropriated in 1959 following a reorganization under the Fish and Wildlife Act of 1956. Total funds and positions of the Bureau in relation to funds and positions available for executive direction and general administrative services in 1959 and 1964 to 1966 follow:

	1959		1964		1965 [1]		1966 [1]	
	Positions	Funds [2]	Positions	Funds [2]	Positions	Funds [2]	Positions	Funds [2]
Total Bureau program	2,571	$52,409	3,657	$82,030	3,889	$95,395	3,891	$85,423
Administrative program	161	$1,261	188	$1,709	195	$1,895	196	$1,910
Administrative (in percent)	6.25	2.41	5.14	2.08	5.01	1.99	5.04	2.24

[1] Estimated.
[2] Funds in thousands;

In 1959 the executive direction and general administrative services staff numbered 161 out of total Bureau permanent employment of 2,571 or 6.25 percent. The ratios were 5.14 percent and 5.01 percent in 1964 and 1965 and is estimated at 5.04 percent in 1966, well below 1959. The funds ratio of 2.41 percent in 1959 is estimated at 2.24 percent in 1966.

The following table shows actual statistics on administrative work-production units for 1963 and 1964. A substantial increase in workload in 1964 over 1963 is indicated by the significant overall increases in the various categories.

Administrative workload

	1963	1964	Percent increase or decrease (−)
Personnel management:			
Average total employees [1]	3,997	4,400	10
Major personnel actions	4,140	4,140	
Short-form appointments	2,400	3,223	34
Classification actions	1,515	1,670	10
Wage board surveys	340	393	16
Property management:			
Contracts awarded	560	593	6
Purchase orders issued [2]	8,193	7,159	−13
Requisitions processed	8,413	8,925	6
Major property cards	10,533	13,262	26
Disposal actions	4,720	5,191	10
Inventories verified	423	505	19
Duplicating work	29,100	28,937	−1
Budget and finance:			
Payments processed	105,422	108,480	3
Collections processed	8,274	8,365	1
Items posted in accounts	439,918	509,357	16
Employees payrolled [1]	4,053	4,426	9
General: Station examinations	109	75	−31

[1] Average.
[2] Includes imprest fund transactions.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligation	$1,313,388	$1,443,000	$1,458,000	+$15,000
Unobligated balance lapsing	45,612			
Appropriation	1,359,000	1,443,000	1,458,000	+15,000
Obligations by objects:				
11.0 Personnel compensation	1,035,048	1,191,000	1,212,000	+21,000
12.0 Personnel benefits	81,387	90,000	94,000	+4,000
21.0 Travel and transportation of persons	37,915	41,000	42,000	+1,000
22.0 Transportation of things	1,718	2,000	2,000	
23.0 Rent, communications, and utilities	17,625	21,000	20,000	−1,000
24.0 Printing and reproduction	6,445	12,000	6,000	−6,000
25.1 Other services	20,426	24,000	20,000	−4,000
25.2 Services of other agencies	35,910	43,000	44,000	+1,000
26.0 Supplies and materials	13,241	13,000	13,000	
31.0 Equipment	6,896	6,000	5,000	−1,000
Total costs, funded	1,256,611	1,443,000	1,458,000	+15,000
94.0 Change in selected resources	56,777			
99.0 Total obligations	1,313,388	1,443,000	1,458,000	+15,000

AUTOMATIC DATA PROCESSING PROGRAM

Senator MUNDT. Will you please comment on this estimate, particularly explaining the need for the increase?

Mr. GOTTSCHALK. Our interest in asking for more funds is, in part, the result of the effort that we are making to improve the efficiency of our administrative operations.

We are planning to move in the direction of automatic data processing. We would like that money to cover the cost of a man who would be technically competent to develop systems, get them installed, and then support them in our agency.

Senator MUNDT. That man would be a $74,000-a-year man?

Mr. GOTTSCHALK. In addition, that amount also includes funds to meet the unabsorbed pay increase which became effective in July of 1964.

Senator MUNDT. It is requested that $7,500,000 in direct appropriations be made available to the migratory bird conservation account in fiscal year 1966. This is $500,000 less than the amount appropriated for the wetlands acquisition program last year. The justification for this request will be placed in the record.

(The justification referred to follows:)

HIGHLIGHT STATEMENT

The purpose and long-range objectives of this program are to provide over a 7-year period for an acceleration in the acquisition of wet lands for the preservation of waterfowl under the provisions of the act of October 4, 1961 (16 U.S.C. 715k–3–5). Funds provided under this appropriation, supplement amounts available from the sale of migratory bird hunting stamps (16 U.S.C. 718).

The appropriation for 1963 initiated the program with $7 million and, with the $3,418,638 available from the sale of hunting stamps, provided a total of $10,418,638. In 1964, funds totaled $14,559,564 ($10 million advance and $4,559,564 from the sale of hunting stamps). These funds were used to acquire the following lands:

	1963 acres	1964 acres
Refuges:		
Fee title	63,253	49,151
Leases	13,366	20,546
Refuge total	76,619	69,697
Waterfowl production areas:		
Fee title	12,554	16,668
Easements	12,774	71,575
Leases	1,455	2,590
Waterfowl production area total	26,783	90,833
Fiscal year total	103,402	160,530

The program for 1965, consisting of an appropriation of $8 million and $5 million from hunting-stamp sales, will provide $13 million for the acquisition of a minimum of 10 new refuge areas and a number of small waterfowl production areas totaling 212,805 acres in critical nesting, migration, and wintering areas.

In 1966 greater emphasis will be put on the acquisition of refuge lands to reduce the backlog of $24 million in Migratory Bird Conservation Commission approved projects to hold acquisition costs to a minimum. In the past 2 years, the problem of land withdrawal from tax rolls prevented the Bureau's realizing its full land acquisition goal. However, the enactment on August 30, 1964, of Public Law 88–523 is expected to remove much of the local objection to land acquisition by the Bureau. This act, which becomes effective in 1966, provides for a more equitable formula for payments of refuge receipts to counties. In addition to the refuge phase of the program, the acquisition of easements for the waterfowl production area program will be continued in 1966. With an appropriation of $7,500,000 and $5 million from hunting-stamp sales, it is anticipated that a total of 232,500 acres will be acquired.

Migratory bird conservation account

Appropriation, 1964 (total available)	$10,000,000
Appropriation, 1965 (total available)	8,000,000

SUMMARY OF INCREASES AND DECREASES, 1966

Acquisition of refuges and other areas: To provide for continuation of the wetlands acquisition program (net decrease)	—500,000
Budget estimate, 1966	7,500,000

Analysis by activities (direct appropriation)

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Acquisition of refuges and other areas	$10,000,000	$8,000,000			$8,000,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (—), 1966 compared with 1965
Acquisition of refuges and other areas	$10,000,000	$8,000,000	$7,500,000	—$500,000

Analysis by activities (total funds)

Activity and appropriation	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (—) 1966 compared with 1965
Acquisition of refuges and other areas:				
Current definite	$10,000,000	$8,000,000	$7,500,000	—$500,000
Permanent indefinite	4,559,564	5,000,000	5,000,000	0
Total	14,559,564	13,000,000	12,500,000	—500,000

Advances to migratory bird conservation account, 1966

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (—), 1966, compared with 1965
Acquisition of refuges and other areas	$10,000,000	$8,000,000	$7,500,000	—$500,000

The estimate of $7,500,000 is a decrease of $500,000 under 1965 for the wetlands acquisition program.

Need for advance.—The $7,500,000 is needed to accomplish the goal set by this Bureau in the acquisition of vitally needed waterfowl habitat, much of which may be destroyed by drainage or industrial development unless immediate action is taken to place it in Federal or State ownership. The act of October 4, 1961 (16 U.S.C. 715k–3–5), authorizes the appropriation of not to exceed $105 million over a 7-year period for acquisition of lands essential for waterfowl. A total of $25 million was appropriated in 1963, 1964, and 1965; thus, there remains $80 million to be appropriated. The land acquisition program has been geared down because of the opposition in the States of Minnesota, North Dakota, and South Dakota to the withdrawal of land from tax rolls. However, the enactment of Public Law 88–523 on August 30, 1964, which provides for a more equitable formula for payments to counties, is expected to remove much of the local objection to land acquisition by the Bureau.

The additional advance will enable acquisition of 60,000 acres of refuge lands and 172,500 acres in waterfowl production area lands, of which 28,500 acres will be fee acquisitions and 144,000 acres will be placed under easement. The total amount available will be used to appraise 220,000 acres of land; to negotiate with 4,000 owners; and to make boundary surveys of 745 ownerships. Location and ascertainment work will also be carried on to provide basic data on 105,300 acres of refuge lands proposed for acquisition in fiscal year 1967. There now is a backlog of projects approved by the Migratory Bird Conservation Commission totaling $24 million.

Plan of work.—The items making up the $7,500,000 estimate are as follows:

Realty costs, $900,000

For location, ascertainment, and appraisal of areas and presentation of proposals to the Migratory Bird Conservation Commission; and, following approval of the Commission, negotiation, title verification, title clearance, and other expenses incident to the vesting of title to areas in the United States.

Engineering costs, $393,000

For the location and ascertainment of areas, drafting services, and other costs incident to the preparation of preliminary development plans, outline specifications and estimates and filings, and other costs incident to preparing cases for presentation to the Migratory Bird Conservation Commission, and, following approval by the Commission, surveys incident to the vesting of title in the United States.

Acquisition and rental of areas, $6,207,000

For costs of acquisition or rental of areas, including water rights, rights-of-way, easements, removal expenses of occupants, and other direct costs of acquiring the areas or rights therein.

The estimate of $7,500,000 will be merged with and supplement the $5 million estimate for the migratory bird conservation account from the sale of Federal migratory bird hunting stamps, and will provide a total of $12,500,000 for 1966. This amount will provide for the acquisition of 232,500 acres of land.

STATUS OF PROGRAM

Approximately 3,675,000 acres of land and water have been acquired, contracted for, or reserved in Federal ownership for waterfowl use. The Bureau has been working closely with the four flyway councils in determining what areas shall be given priority attention, and which projects shall be acquired with Federal funds. Agreement subject to annual revision has been reached, and it is now estimated that 4,325,000 additional acres will be acquired by the Federal Government. Included in this total are 1,680,000 acres of wetlands in the prairie States of Minnesota, Nebraska, North Dakota, and South Dakota, of which 550,000 acres are proposed for purchase and 1,130,000 acres are to be controlled through easements.

The cost of lands being acquired in fee has steadily increased, partly because wetlands once considered wastelands have in recent years become valuable for conversion to uses other than wildlife. The remaining waterfowl habitat is being rapidly reduced through drainage for agricultural and industrial purposes, so that it is essential that the needed 4,325,000 acres be acquired to preserve the migratory waterfowl resource while the wetlands are still available.

During 1964, funds in the migratory bird conservation account totaling $14,559,564 ($10 million advance and $4,559,564 from the sale of migratory bird hunting stamps) were used for the acquisition of 160,530 acres of land, of which 16,668 acres in fee and 74,165 acres under easement and lease were for waterfowl production areas, and 49,151 fee acres and 20,546 leased acres were for migratory waterfowl refuges.

In 1965, $13 million in the migratory bird conservation account ($8 million advance and $5 million from the sale of hunting stamps) will be used to acquire 212,805 acres of land, of which 18,200 acres in fee and 134,100 acres under easement will be for waterfowl production areas, and 60,505 fee acres will be for migratory waterfowl refuges.

Of the $105 million in appropriations authorized by the act, $7 million was appropriated in 1963, $10 million in 1964, and $8 million in 1965. With the 1966 estimate of $7,500,000, there is a remainder of $72,500,000 that is authorized to be appropriated in fiscal year 1967 and 1968 when the present 7-year loan period

expires. It is proposed that legislation be introduced in the 89th Congress to extend the loan period 5 years beyond fiscal year 1968, or through fiscal year 1973.

One of the problems in the land acquisition program is the opposition to such acquisitions because of removal of lands from local tax rolls. Public Law 88–523 of August 30, 1964, which is effective beginning fiscal year 1966, is expected to overcome much of this opposition and result in lands being more available for purchase. This act provides for payments to counties in which acquired refuge lands are located of three-quarters of 1 percent of the value of those lands. However, if the present formula of 25 percent of net receipts from a refuge results in a greater sum, the county would be paid the larger amount. On a nationwide basis the total payments under Public Law 88–523 are estimated to approximate the income the counties would receive if the refuge lands were in private ownership.

In the early years of this program it was necessary to make a complete survey of wet lands needed and available for future acquisition, and to spend many man-years in accumulating habitat data, mapping, contacting, and working with State agencies and other Government agencies to set up the Bureau program. In the past 2 years the problem of land withdrawal from tax rolls prevented the Bureau's realizing its full land acquisition goals. In spite of these delays the Bureau maintained a high rate of land acquisition, and the 1966 program will emphasize reducing the backlog of $24 million in Migratory Bird Conservation Commission approved projects. If these lands can be acquired at the approved estimated cost, it will save thousands of dollars of duck stamp funds. The members of the Migatory Bird Conservation Commission are cooperating as necessary to expedite acquisition, and may be called upon to meet more often to consider proposed areas. Advance notice to the Congress and the public on proposed areas is eliminating delays.

Increased acquisition of easements, which do not require clearance and approval of the Attorney General, has reduced acquisition overhead costs. This phase of the program has more than exceeded expectations in the past year, and efforts will be continued to maintain this high level of performance. Utilizing field solicitors in three of our regions has speeded up clearance of fee title acquisitions by the Attorney General. In the majority of cases payments are being made to vendors on the basis of preliminary Attorney General opinions. This has facilitated acquisitions by making earlier payments possible.

Efficiency and economy have been achieved in this program by utilizing manpower to the fullest extent through on-the-job training, scheduling proposed land acquisition projects, and keeping down costs of overtime. The need for appraisers was filled by hiring foresters, GS–5, and training them on the job in the approved formal training program of the American Institute of Real Estate Appraisers. This training made it possible to appraise lands at savings up to 50 percent of the cost of having the work done by appraisal firms under contract. The results obtained by these appraisers have been commended, and their work has enabled acquisition of lands at minimum cost in a rising real estate market. Training personnel for higher job performance, and promoting them to more responsible positions, have also reduced personnel turnover, resulted in more work on the job, and increased the quality of the work.

Overhead costs are also being continuously reviewed. At the start of the accelerated program it was necessary to expand facilities as well as staff, and to purchase equipment needed for the operation. However, care was taken to obtain the best equipment to do the job over the long-range program to keep down replacement and repair costs.

Itemization of estimates

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$11,576,431	$16,138,141	$13,000,000	−$3,138,141
Unobligated balance brought forward	−655,008	−3,638,141	−500,000	3,138,141
Unobligated balance carried forward	3,638,141	500,000		−500,000
Appropriation:				
Current definite	10,000,000	8,000,000	7,500,000	−500,000
Permanent indefinite	4,559,564	5,000,000	5,000,000	
Obligations by objects:				
11.0 Personnel compensation	1,444,649	1,766,000	1,776,000	+10,000
12.0 Personnel benefits	105,307	132,000	132,000	
21.0 Travel and transportation of persons	206,896	277,000	270,000	−7,000
22.0 Transportation of things	4,038	8,000	8,000	
23.0 Rent, communications, and utilities	54,086	67,000	70,000	+3,000
24.0 Printing and reproduction	114,086	131,000	136,000	+5,000
25.1 Other services	156,713	149,000	168,000	+19,000
25.2 Services of other agencies	102,451	58,000	86,000	+28,000
26.0 Supplies and materials	32,180	45,000	40,000	−5,000
31.0 Equipment	16,497	27,000	25,000	−2,000
32.0 Lands and structures	7,791,708	13,453,141	10,259,000	−3,194,141
41.0 Grants, subsidies, and contributions	6,956	25,000	30,000	+5,000
Total costs, funded	10,035,567	16,138,141	13,000,000	−3,138,141
94.0 Change in selected resources	1,540,864			
99.0 Total obligations	11,576,431	16,138,141	13,000,000	−3,138,141

INCREASE IN EASEMENT PROGRAM

Senator MUNDT. Would you please review the accomplishments achieved with the funds made available last year, and the goals which you will seek to attain with the funds which you have requested for the coming year?

Mr. GOTTSCHALK. I would like to call on Assistant Director James McBroom.

Mr. MCBROOM. Mr. Chairman, the big news about our land acquisition program now is the breakthrough that has been achieved in the acquisition of easements in the northern prairies, including North and South Dakota and Minnesota.

In the first 6 months of the current fiscal year we were able to obtain easements on about 99,000 acres of land in those three States. This is far more than the total of the 3 previous years, which was accomplished in just exactly one-half a year.

We expect by the end of the year that there will be some 184,000 acres acquired in easements in those vital waterfowl production areas.

Elsewhere, in 1965, we expect to make a total acquisition in fee throughout the country of approximately 107,000 acres of land.

In 1966, we expect to acquire in fee about 95,000 acres of land.

We expect next year, in 1966, to acquire about 160,000 acres in easements.

ADVANCES UNDER AUTHORIZATION

Senator MUNDT. Would you review for the committee the total amount authorized for this appropriation over a period of years, the amounts which have been made available, and the amounts which remain to be appropriated under the terms of the authorization?

Mr. MCBROOM. Yes, sir.

The act authorizing this accelerated land acquisition program in 1961 authorized the appropriation of $105 million over a 7-year period,

beginning with fiscal year 1962. However, in 1962, no funds were appropriated under this authority.

In 1963 the appropriation was $7 million, in 1964 the appropriation was $10 million, in 1965 the total appropriated was $8 million, as you have said. This makes a total of $25 million appropriated during the first 4 of the 7-year period, in which we were authorized to receive $105 million.

This means that we have 1966, 1967, and 1968 remaining within the authority (3 years) and that the remaining monetary authority for that period is $80 million.

Wetlands Acquisition in Canada

Senator Mundt. Senator Hruska has come up with a suggestion that we spend part of our money in Canada to acquire wetlands and breeding places, and resting areas, for migratory waterfowl. I believe that must require authorizing legislation.

Mr. Gottschalk. That is correct.

Senator Mundt. Have you any comment that you would like to make, or any suggestion?

Mr. Gottschalk. I think perhaps it would be out of place for me to make a comment, because the Department has not yet reported on that legislation.

However, I can tell you that there are a lot of very difficult practical problems of arrangements with the Canadian Government, both the Dominion Government and the Provincial Government, before anything like this could be done.

I do not believe it would be proper for me to say much more.

Senator MUNDT. There will be placed in the record the statement and justification of the request by the Bureau of Sport Fisheries and Wildlife for authority to purchase 143 passenger motor vehicles, 127 of which are for replacement.

(The justification referred to follows:)

PASSENGER MOTOR VEHICLES

The Bureau of Sport Fisheries and Wildlife estimates include a request for the purchase of 143 passenger motor vehicles, 127 of which are for replacement, as follows:

	Replacements	Additions	Total requested
Motor vehicles:			
Police-type automobiles	64		64
Standard-type automobiles	42	5	47
Total automobiles	106	5	111
Station wagons	21	11	32
Total	127	16	143

All of the vehicles to be replaced will meet the age and mileage replacement standards. Many will have run over 100,000 miles in hard service. In estimating these requirements, careful consideration has been given to the effective use of the services of interagency motor pools where their locations and equipment permit.

Sixty-four police-type automobiles are needed for replacement in the management and enforcement activity for use of U.S. game management agents to effectively carry out the responsibilities of enforcing fish and game laws. The power provided by the police-type vehicles is required for fast acceleration and sustained high speeds necessary to pursue violators of fish and game laws. The police-type vehicles also provide the heavy duty needed to travel in snow or on ice, to pull out of mud, sand and deep ruts and to haul cargo and boat trailers. The average mileage for these vehicles is 30,000 miles per year, much of which is on unimproved roads and rough and hazardous terrain.

The five additions of standard-type motor vehicles are two for use at the new Northern Prairie Research Center at Jamestown, N. Dak., and three for rodent control agents. These agents are in continuous travel status in rural areas carrying special purpose equipment and frequently pesticides, the residue of which are harmful to humans, thus GSA cars are not feasible. The 42 replacements are for various Bureau programs and will provide safe and economical transportation in areas not serviced by motor pools.

The 32 station wagons, of which 11 are additions to the fleet, will be used principally by biologists, wildlife refuge managers and predator and rodent control operators whose activities require extensive driving, the hauling of personnel, scientific instruments, materials, and field equipment.

The request for the purchase of the 143 motor vehicles will permit maintenance of the Bureau fleet on an economical as well as a safe basis in accordance with replacement standards established by General Services Administration.

AIRCRAFT REPLACEMENT

Senator MUNDT. Also, there will be placed in the record the statement furnished by the Bureau to support its request for authority to acquire four new aircraft, all of which are needed for replacement.

(The statement referred to follows:)

AIRCRAFT

The estimates include purchase authority for four new aircraft, all of which are needed for replacement.

The four replacement aircraft are needed for use by game management agents in the contiguous States and will be headquartered at Lafayette, La; Sebring, Fla.; Atlanta, Ga.; and Brigham City, Utah. Three aircraft to be replaced are overage and beyond the life expectancy for the particular type of airplane in the low-level operations in which they are operated. One aircraft to be replaced was badly damaged in a storm of hurricane proportions in November 1963. The wings and floats were extensively damaged resulting in shortening the life expectancy of the aircraft to such an extent that early replacement is advisable.

Make and model of aircraft to be replaced	Year acquired	Estimated trade-in value	Purchase price [1]	Net cost
Piper PA-18	1957	$3,500	$28,000	$24,500
Cessna 180	1958	6,500	28,000	21,500
Piper PA-18	1962	4,500	28,000	23,500
Cessna 180	1958	3,500	18,000	15,500

[1] All aircraft to be purchased are Cessna 180's. The last aircraft listed above will not require floats, which accounts for the difference in purchase price.

In addition, it is anticipated to dispose of two additional aircraft for which no replacements are being requested. This will leave the Bureau a fleet of 40 planes.

Bureau aircraft are used for waterfowl surveys; law enforcement; refuge management including plant control, seeding of waterfowl feeds, and crop depredation control work; and predator control. These aircraft are used in low-level, cross-country flights. Operations of these aircraft are in isolated land and water areas of Alaska and the contiguous States, where reliable aircraft are necessary for the health and safety of Bureau personnel and where repair facilities are often not available.

Senator MUNDT. Experience is a good teacher. You are going to have a little trouble with the House of Representatives with that purchase. You do not know what they are going to do over there, do you?

Mr. GOTTSCHALK. No.

WHOOPING CRANE PROGRAM

Senator MUNDT. Last year at these hearings, in response to my question about what you were doing with the funds we had made available for whooping cranes, you stated you had begun some practice propagating with sandhill cranes. How is that program coming along?

Mr. GOTTSCHALK. Senator Mundt, as a result of your early and continuing interest in rare and endangered wildlife, and the action of this committee in assigning funds for this important work, we have been able to make meaningful progress. We now have three groups of lesser and greater sandhills in captivity, the oldest of which may begin to breed and lay eggs this year. Also, we are working closely with the officials of the New Orleans Zoo to insure the maximum production from the whooping cranes in confinement there. As a result of pairing our bird Rosie, which we moved over from the San Antonio Zoo, with

one of the offspring of Crip and Josephine, we may have a second pair in production this year. Also, as you perhaps know from the newspapers, we have an additional whooper in captivity. This is the injured young bird which the Canadian Wildlife Service picked up on the breeding grounds last summer.

Senator MUNDT. Your whooping crane population is picking up?

Mr. GOTTSCHALK. The whooping crane population as of today is at the highest level it has been since we started keeping records, and certainly the highest since the Bureau became definitely committed.

There are 50 cranes alive, to the best of our knowledge, of which 42 are in the wild, 7 are in captivity at the zoo in New Orleans, and 1 is the crippled bird at our Monte Vista Wildlife Refuge.

TRANSFER OF OPERATIONS FROM COLORADO TO MARYLAND

Senator MUNDT. Now that you are getting further along with this program and your stock of birds is increasing, do you foresee needs which are not being met to insure the success of this program?

Mr. GOTTSCHALK. Yes, sir. The immediate need is to move our present propagation activities from the Monte Vista National Wildlife Refuge in southern Colorado to a location where this work can be carried out under more favorable conditions. Monte Vista is too isolated and the winter climate too severe for this critical work.

Senator MUNDT. Do you have such a location in mind?

Mr. GOTTSCHALK. Yes, sir. A tract of land at the Patuxent Wildlife Research Center, about midway between Washington, D.C., and Baltimore, Md., is well suited and would suffice for the immediate needs of this program.

RARE AND ENDANGERED AMERICAN WILDLIFE SPECIES HEADQUARTERS

Senator MUNDT. Briefly, what sort of program do you expect to carry out at this location?

Mr. GOTTSCHALK. The initial research effort on rare and endangered American wildlife species would be headquartered at this facility. In addition to the cranes which we discussed earlier, we also have several other threatened species in captivity—Aleutian and tule geese, and we hope to add others as opportunity permits. This program will consist of three main parts, namely, a propagation phase, in which techniques will be perfected and endangered forms will be produced in quantity to restore wild populations; a laboratory phase, in which specialists in physiology, nutrition, pathology, and other disciplines will be engaged in supporting studies of endangered forms; and a field study phase, in which wildlife research biologists will study endangered species in the wild to ascertain their requirements, assist in obtaining breeding stock for propagation, and to find the best prospective sites for the release of captive-reared stock to the wild.

Senator MUNDT. Despite your indicated needs, I can find no item in the 1966 budget for expanding this important work. I believe that this program should advance—the disappearance of these species will not be delayed if we fail to set aside the necessary funds for this program. I should like to ask you, therefore, would an item of $350,000 be sufficient to move and to establish your birds and equipment at a more favorable location, and how might this money best be spent?

Mr. GOTTSCHALK. About half of such an amount, or $170,000, would cover the costs of moving the present stock, constructing an incubation—brooder building, storage and other utility buildings, a well and water distribution system, and provide for two maintenance man-patrolman positions. About $50,000 would be required for salaries and expenses of a supervisory biologist and secretary and for the development of plans for a laboratory building at the location finally selected for the Center. The remainder, or about $130,000, would cover salaries and expenses for four field biologists to commence studies on such endangered forms as the tule white-fronted goose, ivory-billed woodpecker, everglades kite, masked quail, and other birds, and even some mammals. We need to locate the remnant populations and study the factors affecting their survival as the starting point for restoration measures.

Senator MUNDT. Will your present ceilings permit employing the additional staff necessary for this program?

Mr. GOTTSCHALK. No, sir. Provision would have to be made to cover the hiring of eight additional employees.

NATIONAL FISHERIES CENTER

Senator MUNDT. So far, we have mentioned only rare and endangered wildlife. Coldblooded animals—fish, amphibians, and even certain reptiles—are also on your list of species needing attention. Will not the National Fisheries Center and Aquarium play a part in the program of studying and restoring these forms in the wild?

Mr. GOTTSCHALK. It is our intention that no more native wildlife species will be allowed to become extinct if we can prevent it. The contemplated research program of the National Fisheries Center is expected to include studies of the needs of aquatic vertebrates. The display of living examples of these forms would serve to bring to public attention their problems and measures needed to protect and preserve them. Such studies might also point the way toward preventing endangerment of other ones not yet in jeopardy.

PRESERVING NATIVE WILDLIFE SPECIES

Senator MUNDT. I have here several short articles on the general subject of endangered species, and I am going to ask that they be printed in the record at this point.

(The articles referred to follow:)

[From the South Dakota Conservation Digest, January–February 1965]

SHARPTAIL RESEARCH IN HIGH GEAR

The most successful grouse trapping and banding operation ever conducted in the United States took place last winter in western South Dakota.

And it was the biggest by quite a spectacular margin. The record shows 3,146 grouse were trapped, and 2,401 of them banded. The difference in the numbers results from birds returning to traps after already having been banded. Only 10 prairie chickens were trapped, the remainder being sharptails.

By comparison, North Dakota trapped 1,390 grouse from 1954 to 1960. Montana biologists figure 400 to 500 a year is a good catch. Michigan's Conservation Department reports their best grouse trapping year was 1941–42 when they got 159.

Due to the extremely large number of birds trapped, South Dakota's current project may make an important contribution to the knowledge of this important game species.

The research project is headed up by the district game manager, F. Robert Henderson, Kadoka. Working with him is Warren Jackson, district game manager, Chamberlain.

The two men will continue to trap grouse for at least another 2 years in order to obtain the amount of data necessary to assure project results are scientifically reliable.

As of mid-November, about 150 of the bands (from birds trapped during the winter of 1963–64) had been returned by hunters. One sharptail had traveled 70 miles and several had gone 30 miles. The majority were shot within 5 miles of where they had been trapped.

The real payoff on this project depends on the return of tags by hunters; so if you retrieved one of these bands last season and still have it stowed away someplace, now is the time to get it in the mail.

Information gathered so far has not been thoroughly researched, but some interesting facts have already popped up, according to Henderson.

It was found that different birds visit a given feeding site in the morning than in the afternoon. Thus, ranchers who figured they had 30 birds on their place feeding morning and afternoon actually had 60 birds.

Also, it appears that younger birds seem to be more prevalent in the morning, with older birds showing up in the afternoon.

It was previously theorized that sharptail flocks tended to segregate so that a given bunch would contain mostly males or mostly females. So far, the study has definitely not borne this out.

Other basic and important questions remaining to be answered include: What is the normal sex ratio? How about the age classes? How long, on the average, does a grouse live? How much does hunting affect the population?

These and other questions can be answered only through painstaking research. The gathering of even a small amount of knowledge about a wildlife species demands a staggering amount of routine, monotonous inquiry—of the type described and illustrated on these pages—by the biologist. Patience, not love of the outdoors, is the prime prerequisite for a successful wildlife biologist.

Cooperation from a public not satisfied with any management programs based on guesswork is also necessary.

And for this project, west river ranchers have shown this cooperation. Of the 60 different ranchers who had trapping sites on their land last year, not one refused permission for more trapping this winter. Their overall attitude toward the project has been most commendable.

STUDIES OF THE BLACK-FOOTED FERRET IN SOUTH DAKOTA

The South Dakota Cooperative Wildlife Research Unit at Brookings has in progress an intensive life history and ecology study of the black-footed ferret by one of its graduate students, Richard Adrian.

The project will attempt to gather information on the total ecology of the native ferret. This will include environmental requirements, populations surveys, home range and territory, daily and seasonal periods of activity, food habits, need for free water, principal and acceptable living prey, growth, molt and pelage, and other characteristics. One difficulty is observing the animals at night, since white light is very disturbing to the ferrets. Infrared and other illumination methods are being tried.

The unit is in the process of working up a leaflet to distribute to Indian reservations, highway road crews, and others regarding the keeping and reporting of ferret records. This study will serve to meet the research requirements of a graduate degree.

[From the National Wildlife Federation Conservation News, Feb. 15, 1965]

PRAIRIE CHICKEN PREDICAMENT

"In every State of the north-central region, except Wisconsin, the restoration of the prairie chicken is regarded as a lost cause." So stated Aldo Leopold in his "Game Survey of North-Central States" in 1931.

This was quite generally conceded by both game managers and sportsmen. Twenty years later, fearing the prairie chicken (*Tympanuchus cupido pinnatus*) might be on the verge of extinction, the National Wildlife Federation created the National Committee on the Prairie Chicken. This committee was urged to devise ways and means of preserving the grand old bird and restoring, if possible, its numbers. Game directors or their representatives from Minnesota, Iowa, Missouri, Wisconsin, Michigan, North Dakota, Nebraska, Kansas, Oklahoma, and Texas formed the original committee.

Later, a technical subcommittee charged with providing management and research advice was named. Gradually, this technical group took over and, since 1956, has accepted responsibility for the study and recommended management designed to perpetuate the pinnate.

The original National Committee on the Prairie Chicken accomplished its objective of focusing attention on the critical status of the bird. The technical committee has brought to light much information on the cause and effect of the decline in prairie chicken populations.

A majority of the members of the technical committee felt that many problems concerning prairie chicken management also involve management of sharp-tailed grouse. For this reason, the committee resolved, in 1961, to become known as the National Prairie Grouse Technical Committee.

Periodic meetings of this group (the sixth will be held at Warroad, Minn., September 14–16 of this year) have provided for an exchange of current findings in grouse management and have stimulated interest in the field of such management on the part of the public. The committee has become independent, requesting only token aid from the National Wildlife Federation. However, much remains to be accomplished.

The National Wildlife Federation's National Committee on the Prairie Chicken was successful in pointing up the plight of the species. Members of the technical committee continue to search for ways of restoring populations. Yet, Leopold's prophecy continues to be true. To date, accomplishments are primarily those of fighting a successful delaying action.

It is generally conceded that populations of the greater pinnate began a permanent decline in the Northern States shortly after World War I. This coincided with the loss of many thousands of acres of native grassland which has provided booming grounds, nesting, and rearing cover. Loss of desirable habitat was doubtless the limiting factor governing reproduction. It appears evident that this species' future will depend upon the quantity and quality of habitat which may be preserved or provided.

[From NBC Emphasis—On people, places, and events by NBC radio—Frank McGee, Dec. 15, 1964]

EMPHASIS, SECOND THOUGHTS

The drums of the prairie are being stilled. The Florida everglade kite is disappearing. The largest woodpecker in North America is dying out. There are only 42 whooping cranes left alive. Meanwhile, there are almost 200 million persons in the United States. Our population keeps soaring. Farms are expanding. More oil wells are being dug. New dams constructed. With all this activity, the swamps, streams, and tall grass prairies which wildlife need for survival are disappearing. So Americans, inadvertently, are helping to snuff out the lives of about 50 kinds of birds, animals, and fish. These 50 species are being threatened with extinction. Unless something is done about saving them, they will join almost 40 other birds and animals, such as the carrier pigeon which are gone forever from the American scene.

Take the case of the drums of the prairie—another name for Attwater's prairie chicken. They are called the drums of the prairie because of their resonant calls. The bird used to nest by the thousands in its tall grass prairie home near the Gulf of Mexico. Oldtimers in Texas and Louisiana fondly remember its call, similar to the noise of a drum. But Attwater's prairie chicken is being pushed out of house and home as the rice farmers and the oilmen take over the prairie grass. Or take the case of the Florida everglade kite. This bird of prey could once be found almost anywhere in Florida. Its only meal was a single species of freshwater snail. As Florida drained its marshes, the snails naturally disappeared. And the Florida everglade kite, because it can't get a square meal of snail, is dying out. The largest woodpecker in North America is the Ivory-billed woodpecker. It's a pretty bird, with glossy black and white

feathers and a large white bill. It eats wood-boring insects, the kind that only live in dead trees. Well, loggers in the Southeastern part of our country cleared out the swamps for reforestation. The dead trees disappeared, so did the wood-boring insects, and now only a few ivory-billed woodpeckers survive in South Carolina, Florida, Louisiana, and east Texas.

The only heartening note concerns the whooping crane. The Fish and Wildlife Service reports happily that the 42 cranes it has counted at the Aransas National Wildlife refuge in Texas is the largest number since the counting began in 1938. This flock of hardy whooping cranes contains 10 youngsters born this year and 32 adults. No new whoopers are expected until next year. The whooping crane, which is snow white except for its black-tipped wings, has been near extinction since 1910. The 42 now alive have survived all manner of hazards, including nearsighted hunters, who aren't supposed to shoot them down, but who sometimes try and miss.

The situation elsewhere, however, is grim. So grim that the Department of the Interior is thinking about legislation to acquire land to preserve the essential habitat of these 50 endangered species. Perhaps there might be room in President Johnson's program for his Great Society for this legislation. The Interior Department is thinking in terms of a 10-year program to buy this land. But I wonder if that is fast enough. If we don't move quickly some birds, animals, and fish, including the Atlantic salmon, and the black-footed ferret might disappear forever. Once they are gone, there is no way of bringing them back. It's an urgent enough problem for the Government to act in a hurry. Certainly, one of the aims of a Great Society is to preserve what is good and necessary for the soul of a man. We would all be poorer if the drums of the prairie were silenced forever.

Questions From Senator Mundt

Senator Mundt. I see Mr. Gottschalk, that we are crowding 1 o'clock. I have a few other questions here, but you do have to eat lunch, and so does the chairman of the committee. So I will give you these questions and ask that you reply to them in the record.

Mr. Gottschalk. Very well, sir.

(The material referred to follows:)

Predator Control Funds

Question. What is the situation on predator control funds?

Answer. The South Dakota-Nebraska district has headquarters in Pierre, S. Dak. Of the $100,000 programed to the district for fiscal year 1965, $65,500 are programed to South Dakota. Savings of $15,000 and 1½ man-years of trapper employment are budgeted for the district during fiscal year 1966. Approximately $10,000 and 1 man-year of savings will be accomplished in South Dakota.

North Central Reservoir, Yankton and Pierre, S. Dak.

Question. What is the exact status of the north central reservoir investigation headquartered at Yankton and is the $205,000 listed on page 30 of your justification adequate to continue this work at a proper level? What about reservoir investigations on the other South Dakota reservoirs? Are they adequately funded? If not, how much more will be needed in fiscal year 1966?

Answer. A full-time staff of 15, plus seasonal student assistants and an annual budget of $205,000, have made possible productive research aimed at sustaining good sport fishing.

Through the addition of $110,000 to the Bureau's fiscal year 1962 appropriation, the North Central Reservoir investigation was initiated to study the upper Missouri River impoundments. In 1962, headquarters were established at Gavins Point Dam, a nucleus staff recruited, a research program developed, equipment and instruments procured. A field program began on Lewis and Clark Lake and the section of the Missouri River between the head of this reservoir and the tailwater of Fort Randall Reservoir covering life histories of the sport fishes, population dynamics, and limnology.

In fiscal year 1964, the addition of $55,000 to the Bureau's appropriation for the North Central Reservoir investigation allowed expansion of the program to initiate similar studies on Oahe and Big Bend Reservoirs in South Dakota. A

field station was established at Pierre, a staff recruited, and equipment procured. Studies were begun immediately with special emphasis on the early life histories of all reservoir fishes.

In fiscal year 1965, the extension of the research program to Oahe and Big Bend Reservoirs was augmented by another increase in the appropriation of $45,000 for this purpose. This increase made possible addition to the staff of two biologists and additional studies to elucidate the relations of water management to fish production. Systematic sampling is now being undertaken to measure variations in year class strength of major species and environmental characteristics on selected spawning and nursery areas.

The Missouri River impoundments now under study in this program provide a wide variety of environments with respect to age and type. They comprise well over one-half million acres of surface water with a tremendous potential for providing sport fishing. Unfortunately, the history of large impoundments often show a radical change in their fish populations a few years after filling, with the initial explosion of game fishes falling off to a predominantly rough fish population.

It is the aim of the Bureau's reservoir research program to relate fish production to the diversity of waters, reservoir age, and water management so that the underlying factors that govern reservoir productivity will be understood and new ways developed to manage these waters for sustained good fishing.

Ideally, research should be underway simultaneously on Lewis and Clark, Fort Randall, Big Bend, and Oahe Reservoirs to define sharply the interrelationships in this chain of reservoirs of different ages. The effects of different downstream flow rates, water quality, and other environmental variables on the limnology, fish populations, and life histories of the mainstream reservoir fishes are undoubtedly profound, and need careful diagnosis. This can lead to predicting how discharge rates, water level fluctuations, and other variables affect the fish. The desirable 4-reservoir study would require a team of 18 scientists plus supporting staff and equipment, or about $145,000 more than is now available.

Blackbird Control Program, Sand Lake Refuge, South Dakota

Question. On page 58 of your justification you discuss control of blackbirds and starlings which cause "spectacular losses to agriculture." We have had a program in past years on blackbird control near Sand Lake Refuge in South Dakota. What is the status of this program?

Answer. Blackbird depredations to corn in the vicinity of Sand Lake National Wildlife Refuge have compelled a comprehensive study of means for alleviating losses to farmers in the area. A 5-year research program was established in 1960 with the objective of determining population numbers, trends, habits, and movements of blackbirds, the extent of crop depredations, and the effectiveness of various control measures, including traps, repellents, lethal agents, frightening devices, and modifications in cultural practices. Cooperators in the study include personnel of the South Dakota Game, Fish, and Parks Department, South Dakota State College, and local farmers.

Salient findings to date have revealed that approximately 1½ million blackbirds are present in the area during the August–September crop-depredating period. The losses vary in severity from year to year and in 1963 were estimated to total approximately $25,000 over a 64-section study area (62,160 acres). Band returns have revealed that only about 4 or 5 percent of the blackbirds involved are raised in the locality. Frightening devices, notably automatic carbide exploders have been widely used and have proven helpful to farmers in protecting their fields. Harassment of the birds by low-flying aircraft does not appear to be practical. Large numbers of birds have been captured through use of decoy traps. Limited success has also been achieved with DRC–1327, a chemical frightening agent. This is a toxicant which causes affected birds to fly in erratic towering circles while emitting distress cries. These behavior responses frighten unaffected birds in a flock. In one test, the chemical afforded 90-percent protection. However, the effectiveness of the technique appears variable and unpredictable. Another chemical, DRC–1339, shows promise as a selective lethal agent inasmuch as it is 200 to 300 times more toxic to blackbirds than to mammals.

Establishing Cooperative Fishery Unit, South Dakota

Question. Last year at our Senate hearings we had some discussion about the possibility of establishment of a cooperative fishery unit in South Dakota. You

furnished some information for the record which indicated that this would probably cost $40,000 per year. Can you give us a brief up-to-date report as to whether or not $40,000 is still a firm figure and furnish for the record a statement of the advantages which might be derived from such a unit?

Answer. The Bureau is still interested in the establishment of a cooperative fishery unit in the State of South Dakota and has indicated it would work with South Dakota State University at Brookings and the South Dakota State Department of Game, Fish, and Parks in this endeavor. An annual appropriation of $40,000 would be required to establish and operate the unit.

The advantages of such a unit would be—

1. Provision for training graduate students in fishery sciences. There is a shortage of trained men in the northern Great Plains area where they are needed to serve State and Federal agencies engaged in conservation programs.

2. It would permit the conducting of research needed in management of the sport fishery resources not only in South Dakota but in adjoining States as well. Information needed includes life history studies of important game species, limiting characteristics of the habitats including the large impoundments developed with Federal funds. Also, fishery extension-type activities would be carried on to a limited degree.

A more complete statement on this subject has already been submitted to the Subcommittee for Interior Appropriations.

Senator MUNDT. I also have a few questions which Senator Young would ask. We can handle them the same way.

Mr. GOTTSCHALK. Of course, Senator.

(The material referred to follows:)

NORTHERN GREAT PLAINS WILDLIFE RESEARCH STATION

Question. How much are you requesting this year for the Northern Great Plains Wildlife Research Station? Will this complete the construction of this project?

Answer. In fiscal year 1964 and 1965 sums totaling $240,000 were appropriated for operating costs associated with the center. The fiscal year 1966 estimates provide for the same level of financing and will sustain 22 of the anticipated full complement of 40 positions.

Construction estimates for fiscal year 1965 total $331,000 and include provisions for the following physical facilities: a residence, a greenhouse for controlled studies of wetland wildlife food and cover plants, experimental ponds, holding pens and enclosures, access roads and parking facilities, and exterior fences. The sum indicated will complete the construction program as it is now envisioned.

SULLY'S HILL NATIONAL GAME PRESERVE, DEVIL'S LAKE

Question. Considerable interest and concern has been expressed over the recent announcement that the Fish and Wildlife Service proposes to dispose of the Sully's Hill National Game Preserve by the end of the current fiscal year.

1. What is the anticipated net savings to the Federal Government accruing from phasing out this facility?

2. How was this property acquired by the Fish and Wildlife Service?

3. At the present time how do you propose to dispose of it—by this I mean, who do you anticipate would assume responsibility for the operation and maintenance of this area?

As you know, under the Garrison diversion irrigation project it is proposed that the level of Devils Lake be raised and that the lake would be freshened. Potentially this is a tremendous recreation area and the preserve contains 2 miles of the Devils Lake shoreline. In fact, it is the only part of the shoreline which is under public ownership. Has any consideration been given to retaining operation and management responsibility for this property until such time as the Garrison diversion project is constructed?

Answer. This area is located in east central North Dakota in Benson County. Proposed relinquishment of the area would be only to a public agency and any shoreline would remain in public ownership. No negotiations have taken place to date.

Phasing out of this area will result in savings of $18,800 and one permanent position in fiscal year 1966.

Immediately available records indicate the act of April 27, 1904, authorized the President to reserve a tract of about 960 acres of the abandoned Fort Totten military reservation as a "public park." The executive proclamation of June 2, 1904, reserved 993.9 acres as Sullys Hill Park.

Executive Order 3596 of December 22, 1921, "reserved and set apart Sullys Hill National Park Game Preserve as a refuge and breeding grounds for birds for use of the Department of Agriculture."

Public Law 826, 71st Congress, March 3, 1931, provided that "Secretary of the Interior * * * is hereby authorized to transfer to the control of the Secretary of Agriculture Sullys Hill National Park * * *" and also provides for acquisition of additional lands. Area to be known as "Sullys Hill National Game Preserve."

On July 31, 1959, the Bureau of Sport Fisheries and Wildlife accepted a transfer of another area of 997.50 acres from the Bureau of Indian Affairs—680 acres of this total are part of the Sullys Hill Preserve. (The remaining 317.5 acres are part of the Benson County waterfowl production area.)

The original 993.9 acres of the Sullys Hill and 680 acres added in 1959 are believed to be public lands. However, a full review by the Solicitor will be required before the status of the lands can be finally determined.

Valley City National Fish Hatchery

Question 1. What are you requesting in this year's budget for the Valley City National Fish Hatchery?

2. How much if any additional funds could you use at this facility during fiscal 1966?

3. What would these funds be used for?

Answer. The Valley City hatchery was established in 1938 and produces warm-water fish for stocking waters in North Dakota and northern South Dakota. In recent years, the demand for walleyes and northern pike for stocking lakes to replace rough-fish populations, and for stocking new impoundments, has increased annually. Also, the demand for panfish (bass, bluegill, and catfish), for stocking small impoundments and farm ponds, continues at a high level. The need for all species will increase greatly as dams on the Missouri River and tributaries create more potential fishing waters. An added impetus will be given the program when the great Garrison diversion project becomes a reality.

The present need at the Valley City hatchery is to provide efficient facilities and housing to facilitate operations at the main station, the substation (6 miles distant), and a spawning site. The following program is needed to permit better employee utilization, protection of Government property, and increase efficiency of operations:

Funds needed for the program

Replace combination office-and-service building	$35,000
1 residence with attached garage	20,000
Domestic water and sewage	3,000
Blacktop entrance road and parking area	12,700
Replace high-capacity filter for water supply to holding house	25,000
Maintenance equipment	5,000
Total estimated cost of the program	100,700

Warm Springs National Fish Hatchery, Georgia

Senator Mundt. Senator Russell has requested that you place in the record a statement as to your needs at the Warm Springs national fish hatchery, Georgia.

Mr. Harper. We will be glad to do that.

(The statement referred to follows:)

Increasing Need for Warm-Water Fish for Stocking Purposes

Established in 1899, the Warm Springs hatchery originally produced largemouth bass and bluegill for distribution in west-central Georgia. Most of the warm-water fish produced are distributed to farm ponds, constructed with the aid

of Federal funds, or to State-Federal cooperative fish-management areas. In recent years, the need for warm-water fish for stocking purposes has increased manifold in Georgia due to the great number of ponds and reservoirs being constructed annually. As only 11 acres of ponds are available for rearing purposes at the Warm Springs hatchery, the production is inadequate to meet requirements and fish are transferred in as available from other hatcheries. This is not satisfactory as surplus fish are seldom available at other hatcheries in the number required and, recently, two other species, channel catfish and redear sunfish, are in great demand in the area served.

Recently, a fisheries research station has been established at the Warm Springs hatchery. This research unit is under the direction of the Division of Fishery Research and activities will be of benefit to all hatcheries propagating warm-water fish. However, the laboratory will require large numbers of warm-water fish for test purposes and study, adding to the burden of inadequate rearing facilities at the hatchery.

A development program is necessary at the Warm Springs hatchery to meet production requirements. Suitable land is available for purchase adjacent to the hatchery, and there is an adequate water supply to permit expansion of rearing facilities. The program required includes the following items:

Funds needed for the program

1st phase:	
Purchase land (20 acres)	$15,000
Storage building	18,000
Subtotal	33,000
2d phase:	
Earthen ponds (10, 1-acre; 10, 1/10 acre; 2, ¼ acre (with water supply and drainage facilities	133,000
Fencing and roads	30,000
Subtotal	163,000
Total estimated cost of program	196,000

BERKSHIRE NATIONAL FISH HATCHERY, MASSACHUSETTS

Senator MUNDT. I have a letter from Senator Saltonstall transmitting a protest against the closing of the Berkshire hatchery at Hartsville, Mass. This is a formal protest by the Board of Selectmen of New Marlborough, Mass.

These communications will be made a part of the hearing record at this point.

(The letters referred to follow:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 2, 1965.

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

DEAR MR. CHAIRMAN: I would very much appreciate your having printed in the record of your hearings the attached protest from the Board of Selectmen, New Marlborough, Mass., against the proposed closing of the U.S. fish hatchery at Hartsville, Mass.

Perhaps you are aware of the fact that this particular hatchery is known here as the Berkshire Hatchery and is one of a number of Federal hatcheries which the Fish and Wildlife Service proposes to close this fiscal year.

With best wishes,

Sincerely,

LEVERETT SALTONSTALL, *U.S. Senator.*

TOWN OF NEW MARLBOROUGH, MASS.,
February 23, 1965.

Hon. LEVERETT SALTONSTALL,
U.S. Senate,
Washington, D.C.

DEAR SIR: The board of selectmen of the town of New Marlborough, county of Berkshire, would like to make a formal protest on the closing of the U.S. hatchery located at Hartsville, Mass., a village in the town of New Marlborough.

As you know, our town is large in land area, but small in population. This hatchery is one of the few things that attract tourists to our town. The fish from it also stock the rivers and brooks in our immediate area.

For the few dollars that it costs to operate, we do not see why its operation has to be discontinued.

We know that we are from an almost forgotten part of Massachusetts, but would you please see what you can do to keep our hatchery from being closed on July 1, 1965.

Very truly yours,

JOHN B. ORMSBEE,
THOMAS C. CAGNEY,
FRANCIS R. ROOD,
Board of Selectmen.

SUBCOMMITTEE RECESS

Senator MUNDT. The subcommittee will stand in recess until 2 p.m.

(Whereupon, at 12:50 p.m., Tuesday, March 2, 1965, the subcommittee recessed, to reconvene at 2 p. m. the same day.)

(AFTERNOON SESSION, 2:20 P.M., TUESDAY, MARCH 2, 1965)

MODERNIZATION OF HATCHERY FACILITIES AT SARATOGA, WYO.

Senator BYRD. The subcommittee will be in order.

Senator McGee, I understand you have some questions. Would you like to present them at this time?

Senator MCGEE. Thank you, Mr. Chairman. I appreciate the opportunity to proceed. I have a group of political science majors coming in from American University that are going to supply the answers to all the tough questions of the day, and that is to get underway at 3 o'clock. So I appreciate the opportunity to proceed with these where I am still seeking answers also.

Senator BYRD. Surely.

Senator MCGEE. Last year, you will recall, this committee, at my request, added $188,000 to the budget as submitted by the Bureau of Sports Fisheries and Wildlife to provide for expanding and modernizing the facilities at Saratoga, in Wyoming. It was my understanding then, based on testimony which was developed at the time, that the facilities were in need of this expansion and that the total costs of the improvement project that was contemplated would be approximately $376,000.

The funds that were provided last year were to finance the first phase of this overall project, and then the subsequent funds for the second phase would come this year.

Now, the testimony included in the record of those hearings last year indicated that with the improvements which were contemplated, the capacity of the hatchery at Saratoga would be expanded from its capacity, at that time, of 30,000 pounds a year to approximately 60,000 pounds. And so with this brief background, I would like to raise several questions in regard to the proposals for the pending year; but,

first of all, to ask what is the present status of the so-called first phase of the project, that for which we added the money last year. Is that money committed? What is the status?

Mr. GOTTSCHALK. Mr. Chairman, I would like to have Mr. Tunison respond to that question.

Senator BYRD. All right. Mr. Tunison.

OBLIGATION OF FUNDS

Mr. TUNISON. Senator, we have developed our plans for raceways and influenced the water supply, and we expect to solicit bids now in March, and we fully anticipate that the funds will be obligated by June 30.

Senator MCGEE. In other words, the funds that were made available last year will be committed.

Mr. TUNISON. That is correct.

Senator MCGEE. In the very near future.

Mr. TUNISON. That is correct.

Senator MCGEE. What would be the estimated completion dates for this work that you contract for?

Mr. TUNISON. I would expect that those facilities would be ready for use next spring.

Senator MCGEE. Now, in reviewing that kind of timetable and placing it alongside the budget that is before us right now, I am a little more than curious as to why the balance of that $376,000 is not in the budget at this time.

Mr. TUNISON. Senator, we have a very tight budget this year. The only item for a hatchery that we have in this year is $196,000 for Pisgah Forest in North Carolina. In that particular case the raceways are just crumbling apart and it was just absolutely necessary to repair them. It took priority over all other hatcheries for our construction in the hatchery program.

BUDGET BUREAU REQUEST

Senator MCGEE. The omission of the funds this year, would you care to say whether the Bureau requested the funds? Was it deleted in advance by your Bureau or was it deleted by the Bureau of the Budget?

Mr. TUNISON. Honestly, Senator, I can't say where it was deleted. In our planning stages we had money in for Saratoga.

Senator MCGEE. It was my understanding when we spelled this out a year ago that your Bureau felt very strongly about the importance of getting this modernized because of the great rising need, more and more of this type of thing, in an area where the economy was exploding due to tourists pressures and sportsmen pressures. This is the reason I raised the question with you. I would assume, or would it be a fair assumption, so as not to put the heat on unfairly, that if the Bureau had its "druthers," it would still be in there.

Mr. TUNISON. That is correct, Senator.

Senator MCGEE. That this is a Bureau of the Budget decision to cut it back.

It appears to me that with what little knowledge I have of the history of this operation and its financial aspects over there, what we

are trying to do is to meet a rising need so that we can protect the investment that is already there and make it even more effective and more useful. And I would regard the slashing of $188,000 at this time here as rather a shortsighted economy, and I put economy in quotation marks. It seems to me that it will probably cost us a little more money to try to make up for this lost time later on. Now, would that be a fair generalization?

Mr. TUNISON. I think that is a fair statement, Senator.

INCREASING PRESSURES FOR RECREATION

Senator MCGEE. I would hope that we can get this back on schedule. At the moment, having just returned to the Congress for another contracted period of time, I have no great political pressure on this, but I am deeply interested in what is happening to the great trek west that is taking place across this country and particularly in the fishing season, and it seems to me that we are defeating, in this kind of a cutback, one of the very fundamental objectives and purposes of what the President is really talking about when he speaks of the Great Society and when we are trying to lure people out into the great West, whether that West be West Virginia or western Wyoming. The real point is that we are trying to get them out of the filthy cities and give them a real taste of living, and this pressure is going to build up still more. It is building up every season right now and you can't improve or modernize a fish hatchery after the fact as well as you can as you hit this rising crest. And that is why I submit that this is—I would say this was being pennywise pound-foolish, if we can borrow one of the old sayings, and I know that in our own recreation developments out there in our part of the world, including fishing, that the pressures are becoming terrific, and as that pressure increases, it actually impinges upon the economy that it takes to sustain the fishing that is there because the moment that pressure increases, the moment the fishing falls back, you have to double your expenditures to try to bring it back up to the level again.

That is why I think this looks to me like rather poor economy rather than wise economy.

I know we always say in the Congress that a wise investment is that which occurs in your State and foolish and reckless spending is in the other fellow's State, but I think we have a rather broader understanding in this committee than in most in regard to the development of these great resource potentials in the West. We just think it would be very difficult to overspend as long as you have a calculated scheduled expansion in the development. It is moving so fast, the pressures on it are mounting so greatly, that I would like to leave a very strong emphasis to underscore my own estimate that this is exceedingly poor judgment to try to affect this cutback, and if we in this committee were to find it the better part of wisdom to restore this $188,000 this year, do you suppose that the Bureau could find it possible to keep it on schedule and put it to good use, put it to wise use?

Mr. TUNISON. Yes, I think we could, Senator.

Senator MCGEE. So that it would not be a burden if the committee were to restore this sum.

Mr. TUNISON. No, sir.

Senator McGee. I would think that it would square very directly with the Bureau's long-range goals and the farsightedness that they have shown in trying to fully develop some of these areas.

Now, some of the reports I have received do talk about a cutback in the type of production that you envisage as taking place in Saratoga. Originally you were going to grow meat there and put it in where it could swim and now you are talking suddenly about producing eggs there. Now, this is a substantial shift. When did this occur?

STOCKING OF HIGH LAKES

Mr. Tunison. It came about because our biologists in working with the Wind River Reservation people determined that some of those higher lakes would be adequately stocked with smaller fish or even eggs, as you know that is a great attraction for the tourists and we think that this would be a more economical way to stock some of those high lakes.

Senator McGee. What was concerning me a little bit, Saratoga Valley, with the Encampment, Soldiers Creek, and the Platte River, of course, which is the main one there, get such immediate pressure in contrast to the high lake country, I was fearful that that kind of a cutback of that percentage would impinge upon the catchable fish that were there now. The pressure is tremendous.

Mr. Tunison. No. We do not intend to go the whole way on that. There would be no reduction. Actually an expansion will permit production of more eggs and small fingerlings for the high lakes and yet we will be able to maintain the legal-size fish production and that is accounted for by the additional poundage that we have indicated we would be able to produce.

Senator McGee. I might say that nature is on your side there, that I know of no two streams that protect themselves quite as well as the Encampment and the Platte. I mean, with all of the pressure that is on there, they hold up very well.

ALBINO TROUT ATTRACTION

Mr. Tunison. I might say, Senator, there is quite a tourist attraction there. It is one of the few trout hatcheries where we have albino brook trout and we take some eggs from there to other hatcheries primarily for display of the fish.

Senator McGee. Yes.

Mr. Tunison. But it is a tourist attraction.

Senator McGee. Those albino brook trout are an attraction to the tourists up on Lake Marie, at the top of the Wyoming range. You see them rise out of the water. It is sort of jazzy. I am not sure it is of any appeal to the fisherman but it is to the tourists and the more we can lure the tourists into Lake Marie, they will stay out of our fishing holes. That might help a little bit, too. We talk about the tourist places but we don't talk about the others to make them a part of the record.

We realize, too, that water of the proper quality and the characteristics and in sufficient quantity is all-important to the operation of any hatchery and this has been one of the factors there at Saratoga, and it is my understanding from conservationists out there that a group of

local people has made an offer to the Bureau to provide good well water from a well that is adjoining the present site of the hatchery.

Now, could you tell me what the status of this proposal is or what the interest may or may not be?

Mr. TUNISON. I cannot answer that, Senator. It was my understanding, but for details I just——

Senator MCGEE. I wonder if you might probe that a bit and supply it for the record.

Mr. TUNISON. Very good.

(The information referred to follows:)

WATER FROM A WELL ADJACENT TO THE SARATOGA NATIONAL FISH HATCHERY

The present development program for the Saratoga hatchery is planned to modernize and expand facilities to increase production and permit efficient operation. It is planned to build up a brood stock at this unit to produce trout eggs needed at several national fish hatcheries in the region. However, there will be no decreases in the production of fingerlings and catchable-size trout at Saratoga to meet stocking requirements in the distribution area. It is anticipated that improvements and expansion of facilities being effected or proposed will permit both programs as outlined with the present water supply and land area at the hatchery.

Information is available on the existence of a large producing well on land adjacent to the Saratoga hatchery. It appears that this well produces a considerable quantity of water, at a temperature suitable for trout production. Pumping would be required, and acquisition of rights would be dependent on release of the water to the present owner after use at the hatchery. On completion of the current construction program for development of water supply and rearing facilities at the Saratoga hatchery, a further survey of fish stocking requirements will be made. This survey will be coordinated with the State's fishery management program, and if further development of the hatchery is necessary to meet commitments, efforts will be made to obtain use of water from the well on adjacent property.

TOURIST DEVELOPMENT

Senator MCGEE. The community is very deeply interested in that and they have leaned over in every way to work with the Bureau in trying to update the hatchery and keep it a viable part of the economy of Carbon County, there.

Now, in this operation, in which my interest is more than as a Senator, it is very personal, too, this is my backyard, I mean, it is just over the hill from Laramie and this is where we always sneak. The best fishing in Wyoming is always a hundred miles the other way, wherever it is, so we go a hundred miles to do the job.

But there has been a great deal of private money poured into this area as tourist development and we think that with the great help that we are able to get from private capital going in there, that we would hate to see the public side of it sag at the very moment that the private participation is rising, because this has built up a rather tremendous new area there that is very, very helpful.

HATCHERY PRODUCTION

Now, what production—if we were to be able to complete the second phase of this hatchery there in Saratoga, this next $188,000, what production could you envisage from the hatchery?

Mr. TUNISON. I would expect that it would take about a year to complete that construction and production would be increased a year following that. In other words, 2 years from now. It would be about 60,000 pounds.

Senator McGEE. It would be back to the original projection.

Mr. TUNISON. That is right.

Senator McGEE. So that you would be able, under that projection, to go the 60,000-pound route as well as the egg route?

Mr. TUNISON. That is correct.

Senator McGEE. I am glad to get the answer to that because it looked to me like it was an either/or proposition there. I am glad to have that cleared up.

JONES HOLE FISH HATCHERY

Now, I would like to ask a question that I submit jointly with my colleague from Utah as well, Senator Frank Moss, and this pertains to the Jones Hole fish hatchery. This is adjacent to the Dinosaur National Monument in the northern borders of Utah there that join the Uinta country of Wyoming. It is my understanding that this facility was to be the principal source of getting fish to the transplanted into the Flaming Gorge Dam and Reservoir that lies mostly in Wyoming but the dam itself backs up from near the Utah border.

Senator Moss and I are very much interested in that matter. We have been in contact with the Bureau of the Budget in reference to it. As I understand it, no requests have been made for appropriations for construction of facilities at this hatchery on the grounds that there are no road facilities leading into it. On the other hand, the Bureau of the Budget has impounded funds already appropriated for the construction of a road on the grounds that there is no fish hatchery at the terminal end of the road. Now, this is a case of which came first, the fish or the egg. Who is telling—whose story is it? Let's put it that way.

Mr. TUNISON. If I may, Senator, first, to preface my remarks, this is a part of the Colorado River storage project and normally is contained in the "Public works" appropriation. However, we are glad of the opportunity to explain here today a little bit about this.

ACCESSIBILITY OF HATCHERY

At the time the testimony was given before the Public Works Committee, Assistant Director McBroom had pointed out the need of a large hatchery for stocking these various reservoirs and we spent considerable time in searching for a suitable water supply for such a hatchery. The need of the area is at least 300,000 pounds for all of the various reservoirs that this would serve. Jones Hole site was found, and I may say that it is probably the most inaccessible hatchery site that we have ever run across. Naturally there had to be a road in there before we could construct the hatchery. Congress appropriated the funds for the road and, as you mentioned, it is true, the Bureau of the Budget has impounded those funds.

Senator McGEE. Because there is no hatchery.

Mr. TUNISON. That is my understanding.

Senator McGEE. Isn't that right?

Mr. TUNISON. That is my understanding, that they didn't want the road to go to nowhere.

Senator McGEE. Were funds requested from the Bureau of the Budget?

Mr. TUNISON. Funds were requested for a hatchery and they were deleted to keep within the fiscal policies this year.

Senator McGee. Well, I think you have at least answered my question in terms not only of the source of the seeming contradiction of terms there but likewise about where the project really rests, the authority for the authorization for the project really rests, and we want to try to get at that. If we can clear up with the Bureau of the Budget the reasonableness of this road, you are ready to go to work on the hatchery?

Mr. Tunison. That is correct, Senator.

Mr. Gottschalk. If I may just interject, it is a simple matter that it is impossible to build a hatchery in that kind of location until we get a road in there.

Senator McGee. Yes. I would think that would be the obvious sequence of affairs and anyone that would argue that you can't have the road because there is no hatchery is reaching for a pretty lame excuse. If they just say we don't want you to have that this year, that is another matter and we can argue about that, but to use a ridiculous story like this I think tests the rationale of the human mind.

CONSTRUCTION OF ROAD

Mr. McBroom. I would like to interject here, too, Senator, the first funds for this facility were appropriated in 1963, and at that time there wasn't any question that we were talking about a hatchery or a road, one or the other. The presentation to the Public Works Subcommittee in this body and also the other body made clear right from the start back in 1963 what we were talking about here is a hatchery facility, and it made clear that it was necessary to construct this 14-mile road as part of—essential first part of—that facility.

So there has never been any question on the record about building a road to nowhere, no place.

Senator McGee. Yes. I am glad to have that explained. I am sure that this could stand before no man's judgment as a reason. This is an excuse or an alibi. It is not a reason for not allowing funds for that road.

I hasten to add there that in all of our part of the West, I don't suppose there is any area that is moving faster than that one, because those people are starved. I don't mean starving for food on the table. I am talking about starving for recreation and sporting opportunities.

This is the edge of the Red Desert. This is the edge of an area that has been denied by nature most of the fruits of high living that go to people that live in the Wind River or Jackson Hole country and Saratoga Valley. Now we have the Flaming Gorge Reservoir that stretches for nearly 90 miles coming in there for the first time to make a hatchery for people who love the out of doors, and the pressures on it to get it going and to provide adequate stocking facilities for it are greater than ever.

And once more it would seem to me to be a case of real rampant shortsightedness, the wrong kinds of budget saving, the wrong kinds of, in quotes again, "economy."

This is not economy at all. This is a restriction of the growth of economy. This is the kind of development that will bring money many times over back into the Treasury itself because of the stimulus it provides in new economic activity. And I hope that we will be able to adjust that, but I do thank you for clarifying this part of it.

REDUCTION AT ELK REFUGE, MONTANA

Now, on one other matter, on page 45 of your justification containing a breakdown of your requests for management of wildlife refuges, I notice that you propose a reduction of $115,000 fund for the elk refuge in Wyoming.

Now, this amounts to a 50-percent reduction from the $226,000 that was available to this refuge this year, with again the added pressure on outdoor recreation and especially in the elk business, wildlife management across the country. What is the justification for this proposed and very substantial reduction or cutback?

Mr. GOTTSCHALK. Actually this $115,000 is a nonrecurring item that we had in our budget last year from refuge receipts. That was the source of the funds used and it was used to repair a very serious erosion problem that occurred adjacent to a new highway construction within the refuge. It was necessary for us to go in and install a very, well, modestly expensive culvert system to prevent the further washing of this gulley. We used this money from refuge receipts, so that actually this does not reflect a diminution of the efforts we are putting into the management of the elk refuge. This is a repair job that we used refuge receipts for last year.

Our regular O. & M. budget for the national elk refuge continues in this proposed budget as it has in the past.

Senator MCGEE. At the constant level?

Mr. GOTTSCHALK. Right.

Senator MCGEE. And this then, as I understand it, was a nonrecurring item?

Mr. GOTTSCHALK. Right.

Senator MCGEE. A special circumstance made it necessary this year, this past year.

Mr. GOTTSCHALK. That is correct.

Senator MCGEE. And if we return this budget as it now stands; namely, $115,000 cut out of it, that will not in any way affect adversely your operations of the refuge.

Mr. GOTTSCHALK. That is correct.

Senator MCGEE. That makes that understandable, then.

PREDATOR AND RODENT CONTROL PROGRAM, WYOMING

Now, I notice the breakdown in your budget request, reduction of some $19,000 for predatory animal control in Wyoming. This program has been one of considerable interest, of course, to our stock growers, and particularly the sheep men. They have expressed strong concern over this proposed reduction.

Now, if these funds are reduced as proposed, in other words, by this $19,000, what will it do to the effectiveness of the predatory control program?

Mr. GOTTSCHALK. We hope through additional training that we are planning to put into our predatory and rodent control program through a reorientation, to some extent, involving the application of the extension idea to our work, that there will be no real reduction in the total effectiveness of our work in any of the Western States, and this reduction is not only occurring in Wyoming, but in other States as well. As you are well acquainted with the program, I don't think I need to

go into any detail about how it operates, but what we are attempting to do is to find a means of identifying more precisely the particular situations where heavy damages occur and to concentrate our control efforts in those areas so that, in other words, we attempt to locate the culprit animal and eliminate him rather than applying our program in a broader way and eliminating coyotes at large, so to speak.

EFFECT OF REDUCTION OF PROGRAM ON SHEEP RAISING INDUSTRY

I am reasonably confident that this reduction will not drastically affect the sheep raising industry in any of the Western States. I would like you to know that we have been in consultation with the Wool Growers Association, both the National and State levels, and are quite aware of the serious problems that effect that indusry today. Our revised program was developed with a cool consciousness of the fact that these people are suffering from a variety of problems at the present time, but we believe that what we have proposed here will result in a continuation of an effective program.

Senator McGee. Well, I would think, if I may just speak out loud about it off the top of the head, that the type of approach that you have in mind is still going to take a little time and for that reason, it would seem to threaten the program a little bit to make an abrupt cut at this moment. I can see how if you ultimately get your program reoriented to where it will go after the location of the beast himself, instead of catching him at the end of the line, that that ultimately might be able to save some things, but what do we get in the meantime?

Until you get that really going, are we not exposed to the hazards that affect the stockmen with such a cut as this? In other words, shouldn't this have been phased a little more gradually, projected over a little longer period of time?

RETRAINING PROGRAM

Mr. Gottschalk. We feel that we have developed the most careful approach that we can put into this rephasing, a readjusted program, that is possible at the present time. I don't have any doubt but what in a few years we will be a lot more effective with the program because we have a very large retraining effort to undergo. That is perfectly true. And there will be undoubtedly situations develop in the Western States where the degree of immediate assistance that the people have enjoyed in the past may not be as readily available.

Senator McGee. If we got this $19,000 restored, were able to get it restored through the committee, would you consider that a waste of money?

Mr. Gottschalk. I am not prepared to make quite that flat a statement. I think we would have to give it very serious consideration, however, in the light of all of the study and thought that has gone into this overall program. It is our stated conviction that the program as we have outlined it with the total cut for the whole program of $350,000, that we can still do an adequate job.

Senator McGee. Well, my stockmen would be—they don't want any money spent foolishly. They are as interested in economy as the next fellow. But they are genuinely apprehensive about the immediate impact. They really don't feel that you are quite revved

up to this yet. And that the consequences will be extremely hurtful in its first year before you are able to close that gap.

Mr. GOTTSCHALK. They have expressed themselves to us in no uncertain terms.

Senator MCGEE. Yes; well, that is the reason I pressed you as I did on the possibility of the transition, as to whether or not there wasn't some real question as how you might view the restoration of the $19,000 as insurance for the next few years.

Mr. GOTTSCHALK. I would like to perhaps leave it that we believe that we can effect this saving and still carry out, as I said, an adequate program.

Senator MCGEE. I am glad to have your testimony to that effect. I might add that we have a few other predators out there we would like to turn over to you, too.

Mr. Chairman, I thank you very much for the opportunity to interrogate him. I appreciate it.

TRIBUTE TO SENATOR MCGEE

Senator BYRD. Mr. Gottschalk, the Senator from Wyoming indicated a little earlier that he had been given a renewal contract which will permit him to remain on the committee for another 6 years. I believe that the questions that he has asked here today pretty well indicate precisely why his people in Wyoming feel that he should be rewarded with another renewal of his contract. This is an indication of his alertness and I think that we on the committee have seen this demonstrated time after time and year after year. Senator McGee is one of the most diligent members of our committee and he is, of course, interested in serving his people and he renders very effective service and I want to say that based on my observations here of Senator McGee, his people were wise in lending him to us for an additional 6 years.

I think he has made an excellent case for his projects today and I believe that on the basis of what Mr. Tunison has said, Senator McGee, if moneys are provided in the fiscal year 1966 budget, they will be able to proceed at a speed that will be in consonance with good planning. I congratulate you on your effective work.

Senator MCGEE. I want to thank the chairman for those comments and I shall hasten to add that my diligence is never better on this committee than when I am following the lead of the chairman.

Senator BYRD. Well, you know I am told that there is a passage of Scripture which says something like this, "Seest thou a man diligent in his business, he will stand before kings." And I am also told that this was one of Benjamin Franklin's favorite pieces of Scripture.

I am sure that it applies very appropriately to the Senator from Wyoming who is diligent in his business and has already stood before some kings, I am sure.

Senator MCGEE. You are my king.

Senator BYRD. Now, Mr. Gottschalk, did you have anything that you would like to submit for the record at this point before I begin my line of questioning?

CHEMICAL SCREENING LABORATORY, DENVER, COLO.

Mr. GOTTSCHALK. Yes, Mr. Chairman. When we were discussing the construction item for our 1966 estimates, we were not at that time prepared to make a comment about construction at the Chemical Screening Laboratory at Denver, Colo.

With your permission I would like to submit for the record a statement concerning our appropriation situation there. We received in 1964 and 1965, $50,000 and $600,000 respectively for our work out there. The $50,000 was for planning, the $600,000 for construction.

Our bids have been received. The low bid was $85,000 more than the amount available. We are asking the committee to consider our request to reprogram $85,000 of funds currently available to add to the $600,000 to meet the low bid and thus enable us to accept the low bid that we have right now so that we can go ahead with construction before the end of this fiscal year and issue the contract.

Senator BYRD. Very well, Mr. Gottschalk. If you will just present that to the reporter it will be included in the record.

Mr. GOTTSCHALK. Thank you, sir.

(The information referred to follows:)

PLANNING AND CONSTRUCTION AT DENVER LABORATORY

In fiscal year 1964 and 1965, $50,000 and $600,000 respectively, were appropriated for planning and construction of the Denver laboratory.

Seventeen firms responded to a bid request for construction opened on January 21, 1965. The low bid required $85,000 more than appropriated.

The Bureau feels that it has a good bid. Not only did 17 firms respond but the difference of approximately $150,000 between the high and low bids is extremely close. In order to stay within the $600,000 appropriated, we would have to reject the bids received, redesign the building and readvertise. With this, the cost might very well be in excess of the current bids.

In order to accept the low bid, it is requested that permission be given to reprogram $85,000 of presently available funds.

LEETOWN NATIONAL FISH HATCHERY

Senator BYRD. How much is in the budget for operation and maintenance of the Leetown National Fish Hatchery in Jefferson County, W. Va.?

Mr. TUNISON. That is in two parts, Senator. As you know, there is both a hatchery and a laboratory there. And on the hatchery, that appears on page 20, in the amount of $109,000 for 1965. There is a $1,300 increase, making a total requested for 1966 of $110,300.

Now, under "Fisheries research" on page 30, the Leetown Hatchery will receive $147,000.

Senator BYRD. Do these amounts represent your full capacity for fiscal year 1966?

Mr. TUNISON. Yes, they do, Senator. I think this is an adequate amount for the two operations.

Senator BYRD. How is the new construction coming along at Leetown for which an appropriation was made last year?

Mr. TUNISON. We expect to let a contract on that within a few months. That money was appropriated for water supply and remodeling of facilities and, in fact, my notes say that the contract was let in January 1965.

Senator BYRD. When do you expect this construction to be completed?

Mr. TUNISON. I would expect, well, at least 6 months—180 days.

WATER SUPPLY AND HATCHERY CONSTRUCTION

Senator BYRD. Just what is involved now in the construction there again?

Mr. TUNISON. That is water supply and remodeling the hatchery for production of—actually for fish for experimental purposes and then there will be secondary use of those for stocking purposes.

Senator BYRD. Do you have a new administration building that is included?

Mr. TUNISON. That is correct.

Senator BYRD. Do you need any additional moneys for this particular construction work?

Mr. TUNISON. No, sir, Senator, not at Leetown.

Senator BYRD. The appropriation of last year is complete.

Mr. TUNISON. Is complete as far as our present planning can foresee.

Senator BYRD. The research program to which you have referred is a national program, isn't it, Mr. Tunison?

Mr. TUNISON. Oh, yes. We have two major disease laboratories in the Nation, one at Leetown and one on the west coast, in Seattle. The one in Seattle is primarily concerned with salmon problems. The one in Leetown on trout problems and some warm water fish.

We do have disease work at Stuttgart, Ark., on some warm water species. Leetown is recognized as the major disease laboratory.

INCREASING VISITOR LOAD

Senator BYRD. How about your visitor load there at Leetown? Is it increasing?

Mr. TUNISON. Yes indeed. It is not so far from Washington and a pleasant drive. The fish are available for sightseers to look at and that is particularly true of trout hatcheries. At warm water hatcheries for bass and gluegills—many times you go to a hatchery and just see the water and don't see fish unless we have aquaria. And those hatcheries we have been attempting, as funds permit, to install aquaria here and there so that people can actually see the fish.

Senator BYRD. So your visitor load is increasing there and the program is one which is of importance not only to the immediate area but it is of importance nationwide.

Mr. TUNISON. And internationally, I might say.

Senator BYRD. And internationally. You have some good people there.

Mr. TUNISON. We think we do.

Senator BYRD. I have been over there in recent months——

Mr. TUNISON. Fine.

Sentaor BYRD (continuing). And visited the hatchery and I noticed several visitors. I want to compliment the people there on doing a fine job.

So no additional moneys could be efficiently and economically utilized over and above the budget estimate.

Mr. TUNISON. I think not, Senator.

BOWDEN FISH HATCHERY

Senator BYRD. Now, as to the Bowden fish hatchery, how much is in the budget for operation of the Bowden fish hatchery near Elkins?

Mr. GOTTSCHALK. We have an item of $109,200 for Bowden for operation and maintenance, in the 1966 budget, and we are asking for no new construction funds.

Senator BYRD. This represents an increase of about $1,200 over last year, does it not?

Mr. GOTTSCHALK. That is correct. Basically that is to take care of the pay increase, wage board.

Senator BYRD. Do you need any improvements at Bowden? You have just stated that you have no moneys in the budget estimate over and above the operating expenses. Do you need any improvements at Bowden?

Mr. GOTTSCHALK. Basically the work at Bowden is right up to standard. We have some problems there that still need to be taken care of, but our essential facilities are now on the ground. The operation is progressing satisfactorily. We think that it is making a very profound contribution to the recreational opportunities in that part of West Virginia where its output goes, and are essentially satisfied with the situation there at the present time.

We have a modest problem that is almost one of housekeeping, you might say. We do not have garages for the employees and as you are well aware, that is in the mountainous section of the State where there is heavy snowfall. It is not the Sunny South in the wintertime and this is a problem that we have been faced with for several years.

I would not want to suggest that we feel it is critical enough to ask help at the present time. Ultimately we are going to have to try to solve that problem.

Senator BYRD. What is the estimate of the amount of moneys needed to solve this problem?

Mr. GOTTSCHALK. We would need approximately $39,000 to construct the garages and several other items that we would want to put in there. But a part of our problem is that we are up to the limitation that the Congress has esablished for the construction of residences and garages, and before we can go ahead we would have to develop plans and specifications and ask for a waiver on the cost.

Senator BYRD. What about your storage facilities at Bowden? Are they adequate?

Mr. GOTTSCHALK. Since the construction of the metal storage shed for which funds were appropriated last year, we are now I believe in satisfactory conditions.

Senator BYRD. This problem has therefore been overcome.

Mr. GOTTSCHALK. Right.

FISHERY MANAGEMENT STUDIES

Senator BYRD. How much is in the budget for the fishery management studies at Bowden?

Mr. GOTTSCHALK. Mr. Tunison is checking this.

Senator BYRD. I believe you had $30,000 in last year and we initiated the project with $30,000 the year before, is that correct?

Mr. TUNISON. Yes, $30,000.

Senator BYRD. And $30,000 is in for fiscal year 1966.

Mr. GOTTSCHALK. Yes. No increase.

Senator BYRD. This involves two men.

Mr. GOTTSCHALK. Two professional biologists and their expenses.

Senator BYRD. Is this amount sufficient for your needs?

Mr. GOTTSCHALK. At the present time, we think the program is going along satisfactorily. As you are aware, there is a great deal of interest in the problems in that part of the country and our men have been cooperating very closely with people from the Bureau of Mines, U.S. Public Health Service, with respect to pollution problems and with the State of West Virginia, and we think that the work they are doing is such that the two men can handle it adequately.

ACCOMPLISHMENT OF MANAGEMENT PROJECT

Senator BYRD. What results are you showing from this work?

Mr. GOTTSCHALK. I am quite gratified to report that our men have established a good working program dealing primarily with the problems of improving the quality of the water and identifying the problems that contribute to the deterioration of water quality throughout this section.

As I have indicated, they have spent a good deal of time working on a pilot study on two of the streams not far from Elkins which have suffered greatly at the hands of uncontrolled strip mine pollution by acid waters.

They have been experimenting with different types of devices in the streams themselves to help neutralize some of the acid wastes. They have done in addition, then, a very substantial amount of survey work in relation to this problem in that locality.

In addition, of course, a substantial part of their project was aimed at identifying fishery management problems on the national forest—the Monongahela National Forest—and they have been cooperating with the National Forest Service, not only thinking in terms of habitat improvements but also in terms of refining our fishery management approach; that is, scheduling the fish in the particular stream so that we get the most benefit in terms of angler hours, you might say, from these fish.

Finally, the third part—major part of their project down there—has been in attempting to seek out ways in which private businesses could be encouraged to develop their own fishing industries, you might say, from a tourist standpoint. We had indications that there were possibilities where farmers, in some cases people who live in town but had farm properties, could develop streams and make fishing ponds where actually there would be a fee changed. We do not supply fish for this type of an operation except on an experimental basis, but we are providing an extension service by having our biologists work with these people to give them the technical know-how for the design of their facilities and to give them the management hints that they need.

This program has not moved along as fast as we think it will after more people see what can be done.

At my last visit, there were four of these operations in that general vicinity, two of which are recent, and I think we will see a good deal more of this sort of thing going on. At least I hope so. It is one of the primary objectives, but it is a slow process because there is a lot of uncertainty in the minds of the people who are basically uninformed about how to go about it, a project of this type.

CONTINUATION OF MANAGEMENT PROGRAM

Senator BYRD. Is it your thought that you will continue the fishery management studies at about the same level as they are being carried on now or do you envision an intensification and acceleration of the studies in the future?

Mr. GOTTSCHALK. Well, ultimately I am confident that we will find it necessary to expand that program on a modest basis; but frankly, with all of the other things that are looming on the horizon with respect to the development of tourism in West Virginia and adjacent States, the overall improvement of the capabilities of the waters to supply fishing, I think it would be premature to give you any idea that we have a concrete plan for the future. We do not have at this time.

WHITE SULPHUR SPRINGS NATIONAL FISH HATCHERY

Senator BYRD. How much is in the budget for operations at White Sulphur Springs National Fishery?

Mr. GOTTSCHALK. White Sulphur Springs has again just a modest increase to take care of the wage board costs. We have $71,500 in the budget this year for White Sulphur Springs.

Senator BYRD. Which represents an increase of $600 over the previous year.

Mr. GOTTSCHALK. Correct.

Senator BYRD. How are the improvements progressing for which the Congress has already provided funds and are additional improvements believed necessary?

Mr. GOTTSCHALK. The work which was programed as a result of appropriations last year is coming along very nicely. The new raceways are in and it is my understanding will be in production this year. This, of course, is a tremendous advantage and improvement over the old masonry raceways which we were using in part before and the old deteriorated concrete ponds that we had before.

IMPROVEMENT IN WATER SUPPLY

In addition, we can report that the well exploration resulted in getting a well that is going to triple the low water production that we had had there in the past, so that all in all this program has developed very well, and we are most pleased with the results.

We think that it is going to be reflected in a pronounced improvement in our output there.

Now, with respect to the future, again this is one of those things that we can't say too much about, but in the sense that we have a functional unit at White Surphur Springs. However, the hatchery building—I think it was built, again, about the turn of the century, and we are almost alarmed that it may deteriorate to the point where it simply is no longer serviceable. It is not an efficient situation as it stands right now, and it does need replacement.

VISITOR CENTER

We have hopes that we can take advantage of the location of White Sulphur Springs to provide people who visit that section of the coun-

try in large numbers as tourists and visitors to the spas there, another means of understanding what we are doing in the line of fish culture by providing a visitor center as an integral part of any new hatchery building that we might ultimately use.

We would like to see some ponds go in for display of various species of fish and improve the landscaping, parking facilities, and generally carry on a program of rehabilitation of the physical plant as it exists at the present time.

I think that is about all I would say on that score.

Senator BYRD. Is your visitor load continuing to increase at White Sulphur?

Mr. GOTTSCHALK. I don't have any specific figures to offer you, but it has been increasing every year, and any time that we do anything to improve facilities there, it is a local source of interest on the part of the public and more people come in all the time.

We have tremendous numbers of people who visit the hatchery every weekend. It is one of the outstanding local tourist attractions, and, of course, many of the local people spend a lot of time out there. It is a very pleasant place and people do enjoy coming out to see the fish and learning a little bit more about this program.

ESTIMATE OF IMPROVEMENT COST

Senator BYRD. What is the estimate of the cost of needed improvements?

Mr. GOTTSCHALK. According to the program that we have evolved, it would be about $234,000.

Senator BYRD. Would this be a project which could be funded and completed in 1 year or would it be spread over two or more years?

Mr. GOTTSCHALK. The way we have it set up it could be broken down into two or more years. On the other hand, it is the type of program that we could handle in one basic contract. The building itself is the No. 1 item of interest. The other things could be perhaps segregated out of that. The building estimate is $130,000.

Senator BYRD. What would be the amount needed for planning? Would you need——

Mr. GOTTSCHALK. Our plans are far enough advanced that we could go immediately into the preparation of detailed plans and specifications for construction, and any planning costs could come out of our construction moneys.

Senator BYRD. I see. If moneys were provided in the fiscal year 1966 bill, then, do you feel that you could proceed with as much speed as is compatible with sound planning?

Mr. GOTTSCHALK. Yes, sir.

POTENTIAL FOR FISH PRODUCTION

Senator BYRD. What is the potential for future fish production at White Sulphur Springs?

Mr. GOTTSCHALK. Beyond what we have at the present time we do anticipate putting down at least one additional well, but beyond that our opportunities for a greatly expanded production are not great. We think that we will make a material improvement. The current average production is approximately 45,000 pounds. We are expect-

ing that it will remain at about this level with the current production facilities we have.

Basically what we expect is that we will have an improvement in the capacity of the hatchery to supply this opportunity for people to learn more about the conservation aspects of the fish hatchery program through this visitor center. It will be an educational opportunity for the local people and except for the improvement in efficiency through the construction of the new building, most of the costs there would be oriented for the improvement of the whole property with the display ponds and the landscaping and that sort of thing.

Senator BYRD. Well, in view of the somewhat ancient vintage of the present facility there and the fact that it is falling into disrepair, and in view of the additional fact that it is becoming inefficient to operate, as I gather from what you said, I assume that it would be considered wise to proceed as early as possible with the necessary improvements which you have outlined before the subcommittee today.

Mr. GOTTSCHALK. Well, as Mr. Tunison indicated in his earlier testimony with respect to the hatchery at Saratoga, Wyo., we were simply faced with some hard choices to make and the fact that the production system at White Sulphur is now geared up to a basic extent, at least, as a result of the previous funds given to us by the committee, we were forced to take the position that we have to put the funds that we did have for construction in this restorative work at Pisgah Forest Hatchery in North Carolina.

EFFECT OF DELAY IN REHABILITATION

Senator BYRD. Is there a possibility that a further delay of the work of rehabilitation of the hatchery building would result in higher costs, additional inefficiencies, and so on?

Mr. GOTTSCHALK. It is our belief that the longer we postpone this, the more problems we are going to be faced with. In other words, we now have the new rearing facility, but our hatching and our trough facilities in the old building are antiquated, and it is going to become worse as it gets older. It is as simple as that.

Senator BYRD. So this is something that is going to have to be faced up to sooner or later.

Mr. GOTTSCHALK. That is correct.

Senator BYRD. Whether it is in fiscal year 1966 or at some subsequent time. And the more it is delayed, the more waste, I would assume, would accrue from the inefficiencies that you have indicated already exist.

Mr. GOTTSCHALK. I believe that is a fair assumption.

Senator BYRD. So we really save money by spending it now. That would be a fair assumption, wouldn't it?

Mr. GOTTSCHALK. I would believe so.

HATCHERY PRODUCTION IN WEST VIRGINIA

Senator BYRD. Now, is there a need for an additional hatchery in West Virginia to meet production requirements for the immediate future?

Mr. GOTTSCHALK. No, sir. The improvements that we have been able to make at Leetown and at White Sulphur, but in particular the

tremendous productive capacity of the new Bowden hatchery we believe will take care of our requirements there for the foreseeable future. If finally the restorative work that I spoke of earlier throughout the mountain country in West Virginia begins to pay off and we get the increased tourist load, then we may have to face the prospect of searching for other ways of supply and demand, but I would say a direct response to your question would have to be that we are in a position to take care of the foreseeable needs there.

Senator BYRD. Taking into consideration the additional production that would result from more efficient operation of the White Sulphur Spring hatchery?

Mr. GOTTSCHALK. Correct.

Senator BYRD. So this facility would dovetail into the overall needs.

Mr. GOTTSCHALK. That is correct.

Senator BYRD. And I take it that while you may not at the moment foresee an immediate need for a new hatchery, certainly the rehabilitation of the facilities at White Sulphur Springs figure in the entire equation.

Mr. GOTTSCHALK. Very definitely.

NATIONAL WILDLIFE REFUGE, MEADOW RIVER AREA

Senator BYRD. Now, what are the possibilities of establishing a national wildlife refuge in the Meadow River area in western Greenbrier County?

Mr. GOTTSCHALK. The possibilities we believe are very good. As a matter of fact, a proposal for a national wildlife refuge in the Meadow River Valley was approved by our Director in, I believe, 1957. The proposal has not been pursued further for presentation to the Migratory Bird Conservation Commission which approved the purchase of these areas because of the feeling that we had to concentrate the funds available under the accelerated wetlands acquisition program in those parts of the country where there were wetland areas of more critical value to waterfowl.

The Meadow River area is not currently heavily used by waterfowl but it has a substantial potential for ultimate use, and it is our feeling that as soon as we are able to get some of the higher priority areas taken care of, that we will be ready to move actively on this Meadow River proposition.

I am unable to give you any very concrete suggestions as to timing, but it has been studied very carefully and we think that as a refuge that would supply migration habitat, that is, wetland habitat for ducks, primarily ducks, on their southward migration in the fall, that this does have a good potential and is definitely under consideration.

Senator BYRD. All right. Mr. Gottschalk, would you supply for the record a breakdown of the improvements needed at the White Sulphur Springs hatchery and also the approximate cost of each.

Mr. GOTTSCHALK. I will be glad to do so.

(The information refered to follows:)

WHITE SULPHUR SPRINGS NATIONAL FISH HATCHERY, WEST VIRGINIA

The White Sulphur Springs National Fish Hatchery has been in continuous operation since 1902. Both trout and warm-water species of fish are propagated.

Annual production presently averages about 50,000 pounds, representing about 450,000 fish. The hatchery is located close to the Monongahela and George Washington National Forests and the demand for fish to stock waters in these federally controlled waters is great. Also, the demand for trout and warm-water fish to stock other public fishing waters increases each year in the area served by this hatchery.

The hatchery building, including hatching and rearing space, equipment and service areas, and offices, is 63 years old and of frame construction. Repair or modernization of these facilities is not practicable and replacement is necessary to increase efficiency of operations. Recent underground water explorations indicate that supplemental water can be obtained from an additional well. In addition, a number of miscellaneous items are needed to modernize and improve facilities at the hatchery. Completion of the proposed improvement program will result in increased efficiency and fish production.

Funds needed for the program

Well development (supply lines and pumphouse)	$20,000
Replace hatchery building (includes removal of old buildings)	130,000
Expand utility building	10,000
Visitor parking area (90 by 120 feet)	6,000
Relocation and paving of service roads	15,000
Display pools	5,000
Landscaping	15,000
Fencing	25,000
Raceways lighting system	8,000
Total estimated cost of the program	234,000

IMPROVEMENT TO FACILITY AT WHITE SULPHUR SPRINGS

Senator BYRD. I will insert in the record at this point a letter addressed to me by the president of the White Sulphur Springs Chamber of Commerce, Mr. Marshall A. Shanklin, in support of the improvements to the facility at White Sulphur Springs.

(The letter referred to follows:)

CHAMBER OF COMMERCE,
White Sulphur Springs, W. Va., February 15, 1964.

Hon. ROBERT C. BYRD,
U.S. Senator from West Virginia,
Senate Office Building, Washington, D.C.

DEAR SENATOR BYRD: I wish to acknowledge with thanks your telegram in reply to our telephone call to you regarding possible improvements to the Federal fish hatchery located here at White Sulphur Springs. We know and appreciate what you did for the hatchery last year. But realizing that there may be funds available through the accelerated public works program now and also that there is a great need for expansion in the fish production in this area, we felt that this might be a good time to explore the possibility of modernizing this hatchery.

As you probably know, this hatchery was built originally in 1904. There are several of the original buildings being used which need to be replaced by modern structures if the hatchery is to produce the capacity of which it would be capable.

This hatchery has a fine record for the past 5 years. This region is known as region No. 5 and was third in the area in the production of fish last year. The management here is doing an excellent job with what it has to work with. I am sure that they will show a fine increase in production if the facilities are substanially improved.

In making a study to determine the feasibility of the construction of a modern and efficient fish production center at White Sulphur Springs, the following statistics were acquired from forest superintendent, Greenbrier State Forest and the Greenbrier district ranger of Monongahela National Forest.

Greenbrier State Park

Year	Visitors	Fishermen
1959	55,490	11,098
1960	56,670	11,334
1961	[1] 60,675	12,135
1962	63,593	12,718
1963	55,519	11,103

[1] No stocking done since this date.

Greenbrier district of Monongahela National Forest

Year	Visitors	Estimated fishermen
1959	140,480	12,000
1960	(1)	(1)
1961	(1)	(1)
1962	(1)	(1)
1963	233,752	50,000

[1] No figures available.

Montcove (new lake) : 127 acres, approximately 15 miles from White Sulphur Springs, W. Va., will open in 1964 it is hoped.

The increase in visitor load can be attributed mainly to the fishing facilities, i.e., when the stocking of Greenbrier State Forest was stopped in 1961, it shows that the second year after 1963 the visitor load dropped some 5,000 rather than having the usual gain, as shown in the preceding 3 years when fish were stocked.

In the national forest where the stocking is being continued, there is shown a constant increase in visitor load.

With the visible need for more stocking and the increasing number of lakes being made available, it is apparent that the production at all hatcheries must be increased to accommodate this visitor load.

The local fishing pressure on the facilities increases each year. However, there are no figures available as to percentages.

Camp site facilities at the Greenbrier State Forest are to be tripled for 1964 accommodations according to information made available by the forest superintendent.

Among other facets of this study to be heavily considered is the numerous unidentified, distinguished guests visiting the national fish hatchery while residing at the Greenbrier Hotel resort. Many of these resort guests are from foreign nations as well as natives of America. Many buy licenses to fish in West Virginia.

With the foregoing study and the dire need for employment in Greenbrier County the following program of construction at the White Sulphur Springs National Fish Hatchery is recommended for immediate consideration.

1. Pump house, with pumps and pipelines to the hatchery building and raceways. Open flume will be eliminated where possible and replaced with pipelines to further safety promotion on the hatchery grounds.
2. Construct a restraining dam for lower spring waters (now leaks, etc.).
3. Install additional pipelines at certain locations to prevent loss of water, which is very valuable at certain periods of the year, due to dry weather.
4. Raceways, three—twin, 500 feet additional :
   (*a*) To provide rearing facilities for fingerling and larger trout.
   (*b*) To provide the above facilities in sufficient quantities to economically use the water supply to the best advantage.
   (*c*) To enable the management of the hatchery to produce a quantity of fish necessary for stream and farm pond stocking, that will justify the installation of this hatchery facility and will utilize the education and experience of the management to the best advantage.
5. Cyclone fence—enclosing most of the facility :
   (*a*) To eliminate or discourage vandalism and thievery.
   (*b*) To keep unaccompanied children from wandering near and falling into the raceways and ponds.

6. Lighting system: To provide light to work by in cases of emergency, i.e., floods, sick fish, low water supply, and to further public safety.
7. New hatchery building—present one was built in 1902:
   (a) Will provide proper and adequate hatching and primary production, facilities for trout and other species.
   (b) Will provide an up-to-date fish production center.
   (c) Will house the hatchery offices.
   (d) Will provide room for a laboratory, which will enhance the value of the fish being produced.
   (e) The laboratory will make available to farm pond owners any information they might need in respect to raising and caring for their fish.
8. Landscape hatchery property:
   (a) To make the facility safe for public travel on foot.
   (b) To enhance the beauty of the facility and make it appear as the spot of interest and beauty which becomes the community.
9. Preliminary grading for picnic areas: Public convenience.
10. Remove present concrete structures to facilitate the new installation.
11. Construct four new ponds (replace pond G):
   (a) To hold fish until stocking programs begin.
   (b) To provide rearing space for warm water species of fish (bass, bluegill, etc.).
12. Entrance to hatchery grounds: Safety.
13. Sidewalks, posts, and railings built in 1932.
14. Parking lot:
   (a) Convenience of visitors in parking.
   (b) Contributes to safety measures, by children not having to alight from autos in the traveled roadway.
   (c) Provides room for bus parking with loads of schoolchildren and planned tours to points of interest.
15. Residence houses, five new—present two built in 1940.
16. Visitors center with conference room:
   (a) Conservation educational facilities.
   (b) Safety meetings.
   (c) Government organizational meetings, etc.
   (d) Contributes to safety of visitors by not having to visit each operation when in progress.
17. Roadways broken, need surface and base repair, also relocation if work is carried out.
18. Extension of present garage, one stall: It is needed for storage of equipment.
19. Prefabricated metal storage building with loading platform:
   (a) Additional fish food storage.
   (b) Safety of employees—lifting, etc.

Hoping that the foregoing study will support our contention that there is a distinct need for these improvements. If at any time you feel that a delegation should come to Washington to discuss this matter with you and possibly others, that you might select, feel free to call us and we will come at your convenience.

With kindest regards, I am,

Sincerely,

MARSHALL A. SHANKLIN, *President.*

LAHONTAN NATIONAL FISH HATCHERY

Senator BYRD. Senator Bible? I think this completes my questions. I will take leave, if I might.

Senator BYRD. Senator Bible, I think this completes my questions. to ask Mr. Gottschalk.

Senator BYRD. Thank you, Mr. Gottschalk.

Senator BIBLE. I don't know whether I direct these to you, Mr. Gottschalk, or to Mr. Tunison. I know Mr. Tunison knows this project very well, has visited it many times. Possibly you have. But I will direct them to you and you can pass them on to Mr. Tunison as you desire.

Mr. GOTTSCHALK. Thank you.

Senator BIBLE. First I would like a progress report on the Lahontan national fish hatchery which is to be constructed in Douglas Valley, Nev.

Mr. GOTTSCHALK. May I ask Mr. Tunison to answer that?

Senator BIBLE. Surely whichever way you wish.

Mr. TUNISON. Senator, this has been one of the most difficult hatcheries to establish that I have ever had any experience with. There is no doubt but what the need for a hatchery in the area is without question, but you being a native of the area know the value of water, and we have also had land problems.

WATER AND LAND ACQUIRED

I am happy to report that as of today we now have water and we have land and the local officials are taking care of the necessary drafting and redtape that goes for acquisition of the area.

Senator BIBLE. Well, now, tell me, have you actually acquired the land?

Mr. TUNISN. We are taking up the option and the water rights are filed. We have not heard back from these yet.

Senator BIBLE. What will your sources of water be?

Mr. TUNISON. Well, we are acquiring water from a man by the name of Mr. Pruett and that will supply about 2,500 gallons per minute, and then we have driven one well that has produced about a thousand gallons per minute, and there is an opportunity for additional wells. That water, plus what we would get from the East Fork and the Carson River, should be ample water for that hatchery.

Senator BIBLE. Your response to me now, then, is that you have at long last developed an adequate source of water and a dependable source of water to conduct your fish hatchery in Douglas County.

Mr. TUNISON. That is correct, Senator. I am happy to report that.

Senator BIBLE. And for the record, how much money has been expended in developing this hatchery site since its inception?

Mr. TUNISON. We received $150,000 in 1962 and $100,000 in 1963.

Senator BIBLE. And has this been completely expended or obligated?

Mr. TUNISON. No, sir. We had on the books on December 31 about $140,000, but that will be obligated by June 30 in carrying out these transactions that I mentioned.

Senator BIBLE. And this will be for the purchase of the water rights and the purchase of the land; is that correct?

Mr. TUNISON. That is correct. And the planning for the roads, the entrance road, is also included.

Senator BIBLE. Within that amount of money.

Mr. TUNISON. Yes.

CONSTRUCTION FUNDS NEEDED

Senator BIBLE. How much is now needed by the Bureau of Sport Fisheries and Wildlife to start construction?

Mr. TUNISON. We have broken it down into three phases. The total cost is now estimated at $979,000 and the first phase will be $374,000. That will consist of water supply lines from the wells to the hatchery,

diversion dam, and intake on the Carson River, and a water supply line from the Carson River to the hatchery site.

Sentaor BIBLE. Well, now, in what period of time would you be able to do this? Is this plan for a fiscal 1966?

Mr. TUNISON. This is fiscal—well, we of course have no money to initiate this.

Senator BIBLE. This I understand, but I mean would this be completed within a year?

Mr. TUNISON. Yes, sir; it would. The funds would be obligated within a year.

Senator BIBLE. So your first phase is a phase that can be completed within 1 year.

Mr. TUNISON. That is correct, Senator.

Senator BIBLE. And your second phase in the second year, your third phase in the third year.

Mr. TUNISON. That is the way we would plan it, sir.

Senator BIBLE. Well, if you had the funds, when would you be able to start under phase No. 1?

Mr. TUNISON. Assuming that the appropriation act was passed, say, like in July, I understand that there are some hopes on the part of some Members of Congress they will go home in July——

Senator BIBLE. I think most of us hope that way.

Mr. TUNISON. I think we would be in the contract business within a matter of 60 days.

FUND REQUEST FROM BUREAU OF THE BUDGET

Senator BIBLE. Now, did you request funds for this first phase from the Bureau of the Budget?

Mr. TUNISON. No; we did not, sir.

Senator BIBLE. And was there any particular reason why you didn't request them?

Mr. TUNISON. Because at the time we prepared our budget we still were having our troubles on acquiring the water and the land.

Senator BIBLE. But as of today, if you were in a position to do so, would you request funds of the Bureau of the Budget?

Mr. TUNISON. Yes, sir; we would request funds.

Senator BIBLE. I want the record to be clear on that, that the only reason that you didn't make the request is that you had not secured the ample and adequate water supply, and you say you now have done that.

Mr. TUNISON. That is correct, Senator.

ADEQUACY OF WATER

Senator BIBLE. Now, you are absolutely sure that you have enough water to take care of this hatchery, because I don't want to see a monument to the Federal Government there without water.

Mr. TUNISON. Senator, if that comes about, you won't see me up here at this hearing again.

Senator BIBLE. Well, you have been very faithful in attempting to get this work done and I know this has been the troublesome problem in this whole area of creating a Lahontan national fish hatchery. Now, when this is constructed, this will be the first national fish hatchery in the State of Nevada; is that correct?

Mr. TUNISON. That is correct.

Senator BIBLE. There are no others.

Mr. TUNISON. There are no other national hatcheries in the State of Nevada.

Senator BIBLE. And there is no question about the signatures of anybody concerning water and land for the site. They are all ready to sign.

Mr. TUNISON. Right.

Senator BIBLE. Just as soon as you give them the green light; is that correct?

Mr. TUNISON. We checked yesterday and everything is entirely in order.

FISHING PRESSURES IN AREA

Senator BIBLE. Very fine. I am hopeful that you are not here again next year, except to want that second phase of the project. I hope a year from now that this first phase is substantially completed because I think the record should clearly show that there is a tremendous pressure on the lakes and streams of western Nevada and of eastern California for fish, and I mean the existing facilities are simply inadequate to supply the fish needs of that particular area. This is one of the most visited areas I suppose that you have anywhere in your entire system really. With the possible exception of the Lake Mead area which has great visitation, and you have a fish hatchery there in Arizona. With the exception of that I would think this would rate well with the population areas that it will serve because this recreational area encompasses San Francisco, all of central California, all of Nevada, and a great deal of southern California, so it serves a tremendous area.

Mr. TUNISON. Yes, sir.

Senator BIBLE. I certainly hope that we can move this forward, and you assure me that there is going to be water there in perpetuity. Is that what I understood you to say? Or just so long as you are around.

Mr. TUNISON. That is a better statement.

Senator BIBLE. I hope you are around in perpetuity, too. At least, for the foreseeable future, there is going to be an adequate supply of water.

Mr. TUNISON. That is what I have been advised, Senator, and I pass it on to you in the best of faith.

Senator BIBLE. You have been advised by reputable men in the water field.

Mr. TUNISON. Yes, indeed; yes, indeed.

Senator BIBLE. I don't want to hear anything about a divining rod or something of that kind. We want to build this firm and sound and I am sure you have the same thought.

(A statement, subsequently received from the Department, follows:)

LAHONTAN NATIONAL FISH HATCHERY, NEVADA

At the present time, there are no national fish hatcheries in Nevada, and efforts are being made to meet the need by allocations from the Hagerman national fish hatchery, Idaho. Facilities at Hagerman are severely taxed to produce trout for distribution within the immediate area. In addition, the waters to be stocked in Nevada are so distant from Hagerman that distribution costs are excessively high. Establishment of a trout hatchery is needed to meet national responsi-

bility in Nevada, principally as it relates to waters included in the Washoe project. Annual requirements have been determined to be 89,200 pounds for the Washoe project area, including Pyramid Lake, and 35,800 pounds for other waters in western Nevada, including Walker Lake.

In recognition of this need and the Federal responsibility to maintain the sport fishery in waters on lands under Federal control, Congress appropriated $150,000 in fiscal year 1962, and an additional $100,000 in fiscal year 1963, to initiate construction of this hatchery. Prior investigations have indicated that potential hatchery sites are avaialble in the Carson River Valley near Minden and Gardnerville, Nev. After thorough investigation, a site has been selected where land and water rights are available. Options for land purchase were secured and acquisition procedures are underway. Surveys for all pipeline easements, well sites and property boundaries have been completed and are being described. Design of the entrance road is underway and topographical surveys are to be undertaken shortly. Test wells have been drilled to determine the adequacy of water available. Recent testing and pumping of one of these wells indicates it will supply about 1,000 gallons per minute. Plans are to drill two additional wells to obtain as much ground water as possible. Another well, located on private property some 4,000 feet from the proposed hatchery site, produces about 2,500 gallons per minute. Rights and easements for use of water from this well are being secured. The combined water from these wells, plus the supply from the east fork of the Carson River, will be adequate to supply the hatchery planned. The funds shown to complete development will make it possible to construct a hatchery with a potential annual production of 125,000 pounds of trout. This production will consist of approximately 85,000 pounds of Lahontan cutthroat trout, principally for Pyramid and Walker Lakes, and 40,000 pounds of rainbow trout for other waters. It will require about $125,000 annually to operate this hatchery when fully developed and in full production.

Funds needed to continue development

Phase I:	
Water supply lines, wells to hatchery	$195,000
Diversion dam and intake, Carson River	35,000
Water supply line, Carson River	144,000
Subtotal	374,000
Phase II:	
Screen chamber	15,000
Aeration tower	10,000
Brood ponds (3, 10 feet by 103 feet)	17,000
Rearing ponds (36, 8 feet by 80 feet)	126,000
Pond supply and drain lines	49,000
Hatchery tanks (36, 3 feet by 3 feet by 16 feet)	20,000
Incubators	6,000
Hatchery (50 feet by 100 feet)	100,000
Electrical service, hatchery and wells	13,000
Subtotal	356,000
Phase III:	
Service storage (40 feet by 100 feet)	56,000
Paint and oil storage (15 feet by 20 feet)	4,000
Residences, new (5)	100,000
Roads and drives	34,000
Landscaping	13,000
Domestic water supply	15,000
Sanitary facilities	5,000
Recreational facilities	2,000
Equipment	20,000
Subtotal	249,000
Total funds required to complete development	979,000

PREDATOR AND RODENT CONTROL PROGRAM, NEVADA

Senator BIBLE. I have received from my woolgrowers a letter concerning your proposed reduction in the predatory control funds and, at this point in the record, I would like to incorporate in full the letter from the president, John Carpenter, and pertinent data furnished to me.

(The information referred to follows:)

LOSSES FROM PREDATORY ANIMALS

NEVADA WOOL GROWERS ASSOCIATION,
Ely, Nev., February 27, 1965.

Hon. ALAN BIBLE,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BIBLE: Enclosed is information which the Nevada Wool Growers Association has gathered in regard to losses suffered by our members from predatory animals. You will note that these losses are substantial and that predators take a large percentage of our production each year. These losses represent not only a personal financial loss to the individual operator but also deprive the county, State, and National Governments of revenue that the sheepmen would pay to these governmental units in the form of taxes, etc.

Sheepmen are not the only ones who suffer losses from predatory depredation. Cowmen also suffer heavy losses at times. In spite of the general predator program carried on in Nevada, the Fish and Wildlife Service responded to calls from 45 individual cattlemen who were suffering losses.

Rabies is always a threat and, if the coyotes are not held in check, it is certain that this dread disease will be contacted within their ranks and they will, in turn, spread it to not only wildlife and domestic animals but also to the human population. Eastern States are now feeling the effects of rabies that has gotten started because of no control work being done on the fox population.

In Nevada, we have a very fine cooperative predatory animal-control program. If one phase of the program is allowed to decline, the whole program is in jeopardy.

We sheepmen are very much alarmed at the prospect of a cut in Federal funds. We, therefore, solicit your support in having the Fish and Wildlife Service, Predator Control Division, budget restored to its previous amount.

Your previous consideration of problems vital to the sheep industry is deeply appreciated. We hope that the enclosed material will be of help to you and, if we can be of any further assistance, please contact us.

Sincerely yours,

JOHN CARPENTER, *President.*

SHEEP LOSSES DUE TO PREDATORS

Senator BIBLE. As I stated previously, information has been gathered by the Nevada Wool Growers Association regarding sheep losses suffered by members of the association. The losses were substantial and show that predators take a large percentage of their production each year. These losses represent a large personal financial burden to the individual operators and also deprive all segments of our Government revenue which sheepmen would pay in the form of taxes.

In Nevada it is my understanding that you are cutting the Federal share of this program some $23,000. Since the Federal Government owns 85 percent of the lands in the State, I think you will agree with me that although this is a cooperative program it would be nearly impossible for the program to be carried on in a successful manner without Federal funds.

I am hopeful that you will be amenable to restoring the allocation to the State of Nevada and I would like to submit the total of the num-

ber of sheep losses due to predators during the past year in Nevada. I want to take into consideration that when the Wool Growers Association polled their membership to submit these figures, all members did not respond and the figures I am submitting are from 15 sheepmen. Nevertheless, it does show a large loss and I think this is information which your Department should have.

The sheep losses due to predators from these 15 sheepmen amounted to 60,851. The estimated cost in dollars last year in losses in sheep due to predators amounted to $1,260,930.55 from the same 15 sheepmen.

REDUCTION IN PREDATORY CONTROL FUNDS IN NEVADA

Senator BIBLE. Now, could you tell me, Mr. Gottschalk, how much of a cut there will be in the projected predator control funds in Nevada for next year?

Mr. GOTTSCHALK. The amount is about $20,000.

Senator BIBLE. My information is that it is $23,000.

Mr. TUNISON. $23,000. That is right, sir.

Senator BIBLE. It is $23,000, which appears to be the correct figure.

Mr. GOTTSCHALK. That is right.

Senator BIBLE. Well, with that cut, how much will Nevada actually receive?

Mr. TUNISON. $128,000, Senator.

Senator BIBLE. And what will be done with the $128,000?

Mr. GOTTSCHALK. Our program in the State of Nevada, as in other Western States, involves provision of supervision and a force of field trappers which in cooperation with the funds from the local sources provide protection for the sheep raising industry primarily, lesser amounts going into protection of the cattle industry, from primarily coyotes, although there is some work occasionally done on mountain lions and——

Senator BIBLE. It is mainly a coyote problem in my State. We have some bobcats and we have some mountain lions.

Mr. GOTTSCHALK. Right. The proposed reduction in funds will result in the reduction in the program by approximately 2½ trappers on the current payroll.

Now, we have had expressions from many of the Western States, and I believe this is true in the case of Nevada, that they were reluctant to see this reduction take place, and it may be that there will be other cooperative funds in effect substituted, but our position is, as I have pointed out in earlier testimony today——

Senator BIBLE. I am sorry I wasn't here at the start of your testimony but I couldn't make it.

Mr. GOTTSCHALK (continuing). Is this, that we are hopeful and are planning a revision in our program that will result in an attempt to identify the animals, specific animals which are doing the damage, and to have a more refined program of predator control.

Senator BIBLE. Now, what does that mean? You people have been in this predator control program since its inception, haven't you Fish and Wildlife people?

Mr. GOTTSCHALK. That is correct.

EFFECTIVENESS OF PREDATORY CONTROL PROGRAM

Senator BIBLE. I was of the impression that you did a good job in this field. It seems to be popularly accepted. Maybe that is because Uncle Sam picks up the tab, but I thought you did on the overall a fairly effective job here.

Have you received complaints about it?

Mr. GOTTSCHALK. We appreciate you views on it and they are certainly consonant with many that we receive, but the hard facts are that a lot of people think that we may be doing too assiduous a job in trying to overcontrol.

Senator BIBLE. You mean to destroy the balance? Is that what you are saying?

Mr. GOTTSCHALK. In effect. Another way to say it I guess would be something like this, that our program of controlling predatory animals has grown to the point over the years where there has developed in a large segment of the public who are not directly involved in the sheep raising business a feeling that we are going out and almost wantonly killing coyotes without respect for the damage that they may be doing. We don't think this is true. We think that most of our men——

Senator BIBLE. What you are saying is that there is a certain segment of our population that wants to preserve the coyote and have him range the mountains and the sagebrush just the way he did in primeval times?

Mr. GOTTSCHALK. I think it would be fair to say that a small section of the public feels this way but a more responsible segment of the public feels that there are situations where we ought not to try to kill the last coyote, and——

Senator BIBLE. You are a long way from the goal; aren't you?

Mr. GOTTSCHALK. We think we are quite a way from it.

INCREASE IN COYOTE POPULATION

Senator BIBLE. How many coyotes are there in the United States?

Mr. GOTTSCHALK. I don't imagine anybody has a hard figure but frankly our information indicates that the coyote has been increasing in numbers and we are certainly a long way from destroying the coyote population. Right after the war, to go back into history a little bit, by the adoption of new techniques, primarily the 1080 program, we did effect a very substantial reduction in the number of coyotes. But the coyote is a very adaptable, adjustable and wily animal and we think that he is around to the point in some places of outsmarting men and their devices.

But a lot of people who perhaps are somewhat removed from the situation, where they see the coyote, are concerned that we may have been carrying out a program a little bit too broadly and without attempting to establish a specific target animal that is doing damage. In other words, if we hire men to kill coyotes, any coyote is a bad coyote and they kill everyone that they possibly can, whether he is doing damage or not. It is a very complex problem when you——

Senator BIBLE. How would you segregate the coyote with that type of criteria? You mean you are only going to kill the coyote that does

damage, that you prove has done damage, or is he going to have to stand trial and if you can prove the case, then you can take the coyote? I don't quite understand what you are saying.

Mr. GOTTSCHALK. In effect that is what we are striving for. Now, I don't believe it is ever going to be quite that simple.

Senator BIBLE. I wouldn't think so. It seem to me that this is a unique approach.

Mr. GOTTSCHALK. Visionary approach.

Senator BIBLE. I am just wondering if this is practical.

RESEARCH IN BIRTH CONTROL

Mr. GOTTSCHALK. Seriously, we think that even though it is going to be a tough job, we do have an obligation to all of the people of the country to carry out this program with more discretion, and we are working toward this. As an example, our research is directed toward the very same end. We want to develop and we are working toward and we think we have made strides in the development of material which will discourage reproduction, for example.

Senator BIBLE. Are you trying birth control on the coyote?

Mr. GOTTSCHALK. Right.

Senator BIBLE. It might work.

Mr. GOTTSCHALK. And this would be a lot less repugnant to a large segment of the population who find the killing of any animal an abhorrent act, and we hope that what we can do is to work with our trappers and the men in the field and get them to identify these problem areas a little more specifically than they have in the past so that when they get a complaint from a sheep raiser or a valley where their primary industry is sheep, he can go out there and work with the individual to find the particular coyotes that are doing the damage rather than laying out a broad program of trying to eliminate all the coyotes in a particular valley.

This is basically what we are shooting toward. It is not a program that we are going to get into effect overnight but we believe that the fairly modest reductions that we have proposed this year are in line with a balanced effort.

NUMBER OF COYOTES

Senator BIBLE. Well, now, you say you have no hard facts as to the coyote population. Don't you develop any type of figures as to what the coyote population is from year to year? In other words, how do you know if you reduced it if you don't know what the figures are?

Mr. GOTTSCHALK. Well, we can operate on the basis of trends but as far as any absolute figure on total population of coyotes, we don't have it.

Senator BIBLE. I don't know about the absolute figure but don't you make estimates as to how many coyotes there are in the United States? Maybe I am wrong. I thought I had seen those figures. It was estimated there are x number of coyotes in Nevada, for example.

Mr. GOTTSCHALK. I don't believe we ever attempted to make that kind of an estimate.

Senator BIBLE. Does anybody?

Mr. GOTTSCHALK. Well, I am sure that there are some people who try to do that just as, for example, there are people who try to guess how many ducks there are.

Senator BIBLE. Well, we have duck counts and deer counts and we have elk counts, but we don't have a coyote count.

Mr. GOTTSCHALK. No, we do not.

Senator BIBLE. I see.

NATIONAL SPREAD OF COYOTE POPULATION

Mr. GOTTSCHALK. As a matter of fact, if you did this nationally, you see, you would have to come all the way out to New England because the coyote has spread in the last decade or two all the way back to the East and it is not much of a problem animal here and we don't have any idea as to how many there are.

Now, I can tell you that the coyote has increased and we would know this from the observations our men make. It is not a systematic count, however.

Senator BIBLE. Well, of course, we hear mainly from the sheepmen because sheep are one of the main objects of the coyote's affection, and I certainly must have misread this, my memory is very hazy, but I thought there were estimates as to the number of coyotes we have in Nevada.

Mr. GOTTSCHALK. There may well be, sir, but they are not——

Senator BIBLE. Your service wouldn't do it.

Mr. GOTTSCHALK. We do not make them.

Mr. BUELL. Yes, sir. That is correct. Perhaps the Senator is remembering the big game inventories that are made. They are a double sheet that comes out each year, but they do not cover coyotes. They cover deer, elk, and big game animals.

Senator BIBLE. You people certainly know your own Department. Your answer to me is there is nothing in your Department to indicate what the coyote population is in any State.

Mr. GOTTSCHALK. Not in absolute number.

Senator BIBLE. I mean the estimate.

Mr. GOTTSCHALK. We have estimates of trends and our men are sensitive to what is taking place and they go out, for example, and if 1 year they find in a particular range so many dens and the next year they find 50 percent more than this, they know that there are a lot more coyotes, but when it comes to the actual enumeration, a census of coyotes, this we don't have.

EVALUATION OF PREDATOR CONTROL PROGRAM

Senator BIBLE. Well, how do you people evaluate your predator control program? I mean, what is the total amount spent in the United States for predator control, fiscal 1966 and fiscal 1965?

Mr. GOTTSCHALK. The total amount including cooperative bonds, Federal and State and others, is $6,941,000 of which $2,381,000 is our estimate for the 1966 Federal program.

Senator BIBLE. That is a reduction of how much from the funds that were made available in fiscal 1965?

Mr. GOTTSCHALK. $350,000 of Federal funds.

Senator BIBLE. Did the recommendation for the reduction in those funds come from Fish and Wildlife Service itself?

Mr. GOTTSCHALK. I would have to say that it was a part of the total departmental program.

Senator BIBLE. In other words, this was a part of the overall Interior directives to find places where you could save some money.

Mr. GOTTSCHALK. Essentially that is correct, sir.

VALUE OF CONTROL PROGRAM

Senator BIBLE. I don't want to put you on the spot but I had thought that this was a very worthwhile program. I had the feeling that you people thought it was very much of a worthwhile program and worked out pretty well. That is why I was surprised to find that you were reducing funds, particularly when you say there is an increase in the coyote population. It deesn't seem to me that you should reduce the funds in a year where you have an increase in coyote population. That is the way it strikes me, if my premise is sound that the program requires it. And I assume you people think it is worthwhile.

Mr. GOTTSCHALK. We know this is an extremely important program not only to the sheep industry, and, of course, this covers a lot of other things, too. Our total program in the United States. But we have a real obligation, we believe, to administer our program as soundly as possible which will take into account the interests of all the people in wildlife, but particularly to be sure that the programs for the destruction of animals that prey on agriculture are carried out in a way that is as humane and effective as possible, and we think that over the years we have done a pretty good job of this. Frankly we are now in the process of recasting this program in the direction of taking into consideration a lot of broad values that a lot of people see in these animals, but basically we do have confidence that this is a worthwhile needed program and we hope to make it a better one as a result of the shifts that we expect to make in it.

JACKRABBIT POPULATION

Senator BIBLE. Where do you categorize or classify or give a nomenclature to the jackrabbit? Where does he fit in your thinking? Is he a predator or rodent?

Mr. GOTTSCHALK. Jackrabbits are a form of rodent and where we have these eruptions of jackrabbit populations we carry out control programs in cooperation with the States and others in the same way that we work on coyotes or pine mouse or meadow mice or pocket gophers or even prairie dogs.

Senator BIBLE. Have you made any headway with the jackrabbit? Does he keep ahead of you pretty well?

Mr. GOTTSCHALK. The jackrabbit has not been a severe problem in recent years. They occasionally have a tremendous population explosion where for some reason all of the factors that govern rabbit population, probably related to disease and parasites, are at a low ebb and as a result there is no natural restriction on their populations, and you get literally hundreds of thousands of them.

These things occur irregularly and we haven't had a great big outbreak of jackrabbits for several years.

Perhaps Assistant Director Buell would have some comments on that.

Mr. BUELL. We have not had an extensive outbreak of jackrabbits for several years. It has been 3 or 4 years ago that due to drought in

southern Idaho, and this is an area where it shows up periodically, due to drought where the jackrabbit population was not abnormal but congregated particularly along irrigated farmlands. There we have recurrent jackrabbit problems. We have a research project in southern Idaho now on jackrabbit control though at the moment there are no jackrabbit problems that I know of there that are really significant. We know or feel certain that they will be coming again, and this time we hope to be prepared for them.

Senator BIBLE. Doesn't the jackrabbit carry tularemia?

CARRIER OF TULAREMIA

Mr. BUELL. Yes; jackrabbits do carry tularemia.

Senator BIBLE. And they pass that on to who, livestock or human beings?

Mr. BUELL. Human beings contract it from handling of rabbits particularly if there are wounds in the hand and the rabbit happens to have it.

Senator BIBLE. What is this, an infectious disease, skin disease, or what?

Mr. BUELL. I can't answer you, sir.

Senator BIBLE. Well, it might be supplied for the record. My curiosity is aroused a little because I remember some years ago they had an epidemic of tularemia in Nevada and they were blaming the jackrabbits for this. They had it stamped out, and this is when you had a man out there by the name of Allison, who was with you for a long time in the Fish and Wildlife Service—I don't know whether he is now with you or not—he spent a lot of time in Nevada on the predator animal control.

Mr. GOTTSCHALK. Mr. Carlson can speak on tularemia for just a moment.

Mr. CARLSON. Thank you. I would merely say it is a bacterial disease which, as Mr. Buell indicated, is contracted by handling rabbits. The bacteria which invade the bloodstream and organs of the animal are able to penetrate the skin, and cause a systemic infection in humans.

Senator BIBLE. Is it a fatal disease in people today?

Mr. CARLSON. It has caused deaths but at the other extreme, it is safely treated with modern antibiotics when it is diagnosed quickly.

Senator BIBLE. Is the rabbit the only carrier?

Mr. CARLSON. No, no; many other animals carry it.

Senator BIBLE. Well, this can be off the record.

(Discussion off the record.)

SUBMISSION OF MISCELLANEOUS COMMUNICATIONS

Senator BIBLE. The chairman has asked that I place in the record at the end of today's proceedings a number of communications and other data which has been directed to him. They will be printed at this point.

(The material referred to follows:)

LYMAN NATIONAL FISH HATCHERY, MISSISSIPPI

LETTER FROM HON. JOHN STENNIS, A U.S. SENATOR FROM THE STATE OF MISSISSIPPI

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
February 26, 1965.

Hon. CARL HAYDEN,
Chairman, Appropriations Subcommittee on Interior.

DEAR SENATOR HAYDEN: For several years the Bureau of Sport Fisheries and Wildlife has planned a modernization and expansion program at the U.S. fish hatchery located at Lyman, Miss. I am advised that the sum of $143,500 will be required to complete this improvement program, but no funds are included for this purpose in the budget estimates for fiscal year 1966. I am further advised that less than $200,000 is provided for the construction of improvements at all sports fish hatcheries throughout the Nation.

I would appreciate very much if you will have the Director of the Bureau of Sport Fisheries and Wildlife present to the Interior Appropriations Subcommittee all pertinent information with reference to the plans of improvement at Lyman. This information should include a review of the construction already completed, proposed additional improvements and the estimated cost thereof, and the capability of the Bureau for fiscal year 1966.

Sincerely yours,

JOHN STENNIS, *U.S. Senator.*

DEPARTMENTAL STATEMENT

The Lyman hatchery was established in 1937 to produce warm-water fishes for stocking waters in southern Mississippi and southeastern Louisiana. Since the original construction, there has been a major change in production requirements. Today four species of fish are being produced. Under the fishery management policy of the State of Mississippi, emphasis has been placed on the use of channel catfish in ponds and lakes. State policy has also emphasized the renovation of old ponds and lakes, thus requiring large numbers of fish annually for restocking purposes. Studies have indicated that the size of individual fish used for stocking purposes must be increased in order to give good results in terms of survival, growth, and return.

During the past several years, because of inadequate production at the Lyman station, it was necessary to transfer into the Lyman area approximately 1 million fish to meet stocking requirements. New waters and improved management of existing waters will require initial, replacement, or corrective stocking of hatchery fish to meet the increased pressures from recreational fishing. The need is for increased numbers of larger sized fish. Corrective stocking with large-sized bass fingerlings and yearlings and the practice of stocking 6- to 8-inch channel catfish in an established fish population are biologically sound tools of management.

In recognition of the need to increase the production capability of the Lyman hatchery, Congress appropriated a total of $231,000 in fiscal years 1963 and 1964 to undertake a modernization and expansion program. This work has been accomplished. An additional $143,500 is now required to complete the redevelopment program.

Funds needed for the program

Renovate 2 existing ponds	$10,000
Shop and equipment building	12,000
Office building (2 office rooms, crew's room, laboratory, furnace room)	22,000
Fertilizer storage building	6,000
Paint and oil house	5,000
Pumphouse	3,000
Flood control levees, 2 miles	21,000
Fences, 2 miles	4,000
Road construction and repair, 2½ miles	40,000
Landscaping 3 acres	1,500
Picnic tables and barbecue pits	5,000
Nature trails	5,000
Equipment (fish cultural and maintenance)	9,000
Total funds needed to complete the program	143,500

MAMMOTH SPRING NATIONAL FISH HATCHERY, ARKANSAS

A LETTER FROM HON. JOHN L. MCCLELLAN, A U.S. SENATOR FROM THE STATE OF ARKANSAS

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
February 13, 1965.

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

DEAR SENATOR: I understand that there may be a need for approximately $122,000 for construction at the Mammoth Spring Fish Hatchery in Arkansas during fiscal year 1966. I hope it will be possible to consider this request this year. I would be grateful if you could obtain from the Department the relevant information concerning this need for funds.

With best personal regards, I am,

Sincerely yours,

JOHN L. MCCLELLAN.

DEPARTMENTAL STATEMENT

The Mammoth Spring National Fish Hatchery was established in 1904 for the production of trout and bass. Since that time, the production program has been changed to meet management requirements. At the present time, this station propagates largemouth and smallmouth bass, bluegill, redear, and channel catfish. Recent annual production has averaged 1¾ million of these species. The fish are stocked in waters in 47 counties of northern and western Arkansas and 7 counties in southern Missouri. About 2,900 farm ponds are stock with pondfishes from the Mammoth Spring hatchery each year.

In fiscal year 1960, Congress provided $100,000 to initiate a modernization program at this station. An additional $82,000 was appropriated for this purpose in fiscal year 1961. With the funds provided, it has been possible to repair some buildings, to replace supply and drain lines, and to construct additional production and operational facilities. Funds in the amount of $122,000 are now required to complete development of this station. This will permit replacement of deteriorated facilities, construction of facilities required for efficient hatchery operation, expansion of rearing facilities for channel catfish, and proper landscaping and road surfacing.

Funds needed for the program

Install concrete raceways	$13,500
Raze old buildings	2,000
Replace residence No. 1	20,000
Storage building	10,000
Fish-holding house	26,000
Fertilizer storage building	6,000
Oil and paint house	3,000
Landscaping and walkways	4,000
Hard surface station drives	17,500
Fencing	14,000
Equipment	6,000
Total funds needed	122,000

On completion of the development program, this station will have a potential production of approximately 3 million fish annually.

BOZEMAN NATIONAL FISH HATCHERY, MONT.

LETTER FROM HON. MIKE MANSFIELD, A U.S. SENATOR FROM THE STATE OF MONTANA

U. S. SENATE,
OFFICE OF THE MAJORITY LEADER,
Washington, D.C., February 10, 1965.

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

DEAR MR. CHAIRMAN: It is my understanding that the Fish and Wildlife Service will be presenting testimony in support of its 1966 budget request within the near future.

As you know, the Congress appropriated $183,000 for the improvement of modernization of the Bozeman National Fish Hatchery in Montana during the current fiscal year. These funds were provided for the first year of a 2-year modernization program. In addition to the modernization, repairs were required as a result of the earthquake damage of several years ago. I believe that the completed project will require an additional $100,000, according to the most recent estimates. I would appreciate your asking the Fish and Wildlife Service to present the Subcommittee on Interior Appropriations with necessary information.

Thank you for your cooperation, and with best personal wishes, I am,

Sincerely yours,

MIKE MANSFIELD.

DEPARTMENTAL STATEMENT

The Bozeman National Fish Hatchery was established in 1893 to produce small fingerling trout for stocking waters of western Montana. During the intervening years, many changes have been effected through improved hatchery methods and new techniques in fishery management. At the present time, the hatchery produces approximately 60,000 pounds of rainbow and cutthroat trout annually for stocking waters of southwestern Montana. This extensive recreational area includes the east and west Gallatin Rivers and their tributaries, the Missouri River from its source to the Gates of the Mountains near Helena, Canyon Ferry Reservoir with a surface area of over 30,000 acres, and numerous high mountain lakes in the Gallatin, Madison, and Beaverhead drainages.

The waters of southwestern Montana, which include those on Federal lands as well as open State waters, are nationally known for their excellent fishing. It is reported that nearly half of the fishing licenses purchased in the State are sold in this general area. This fact, coupled with the expanding population and more leisure time, has resulted in a steadily increasing fishing pressure. The need for large fingerling and yearling trout in the area stocked by the hatchery can be more fully met if maximum development of facilities at the station is accomplished.

The Congress recognized the need for an improvement program at the Bozeman hatchery and provided funds ($183,000) for the first part of the program in the

fiscal year 1965. This included replacement of the old hatchery building, additional raceways, and water supply pipelines, well, and controls. The following itemization includes features required to complete the improvement program:

Funds needed for the program

Incubators	$5,000
2 residences (replacement)	40,000
Storage building (2 garages, oil and paint storage, equipment storage)	20,000
Roads and drives	15,000
Grounds and landscaping	10,000
Utilities	10,000
Total required for the program	100,000

ORANGEBURG COUNTY NATIONAL FISH HATCHERY, SOUTH CAROLINA

A LETTER FROM OLIN D. JOHNSTON, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

U.S. SENATE,
COMMITTEE ON POST OFFICE AND CIVIL SERVICE,
February 15, 1965.

HON. CARL HAYDEN,
Chairman, Department of Interior, Appropriations Subcommittee, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR CARL: It has been brought to my attention that a program is underway at the Orangeburg (S.C.) national fish hatchery to expand certain facilities and modernize it in some respects. This project will cost approximately $400,000. The first phase of this modernization program will require $210,000.

I respectfully request that this amount be inserted in the Department of the Interior appropriation bill.

With kind regards, I am,

Sincerely yours,

OLIN D. JOHNSTON.

LETTER FROM HON. STROM THURMOND, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
March 1, 1965.

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

DEAR MR. CHAIRMAN: I would appreciate your favorable consideration and inclusion into the record of my request for an appropriation of $210,000 to cover costs for the first phase of the development program for the Orangeburg national fish hatchery at Orangeburg, S.C.

Title to this operation was conveyed to the United States under authority of the act of July 5, 1960 (74 Stat. 311). In the period from 1944 to 1960 the station was operated by the Federal Government under a cooperative agreement with the State of South Carolina and Orangeburg County.

Rearing facilities at the hatchery have been operated to supplement warm-water fish production for stocking waters in southern and western South Carolina and adjoining States as required. Facilities were never fully developed, consisting of obsolete and partially constructed earthen ponds. There are no buildings on the property. The present requirements for warm-water fish for stocking purposes exceed the potential production of rearing facilities in the Orangeburg distribution area and the requirements increase each year. Full development of the Orangeburg County unit is needed to meet these requirements.

A good water supply is available at the Orangeburg County hatchery site, and the land topography is suitable for development of a modern warm-water fish hatchery. Full development of this unit will require replacement, redsign, and completion of existing earthen rearing ponds, construction of buildings, and installation of pipelines and facilities to obtain a self-contained, efficient fish hatchery.

The $210,000 for the first phase of this development program includes $130,000 for construction of earthen ponds with catch basins and outlet structures. The remaining $80,000 is to be spent on water supply and drainage lines.

The second phase of this program is funded by the Interior Department at a cost of $276,000 for a total estimated expenditure of $486,000.

Your careful consideration of an appropriation this year of $210,000 to finance the first phase of this development will be deeply appreciated.

With best wishes and kind regards.

Sincerely,

STROM THURMOND.

P.S.—The Interior Department also is in favor of funds for the first phase of this development.

DEPARTMENTAL STATEMENT

The Orangeburg County hatchery was constructed in 1934 and operated by the South Carolina Wildlife Resources Commission until 1944. From 1944 until 1960, the Federal Government operated the station under a cooperative agreement with the State and Orangeburg County, being operated with personnel from the national fish hatchery at Orangeburg. Title to the property was conveyed to the United States under authority of the act of July 5, 1960 (74 Stat. 311).

Rearing facilities at the Orangeburg County unit have been operated to supplement warm-water fish production ot the Orangeburg national fish hatchery for stocking waters in southern and western South Carolina and adjoining States as required. Facilities were never fully developed, consisting of obsolete and partially constructed earthen ponds. There are no buildings on the property. The present requirements for warm-water fish for stocking purposes exceeds the potential production of rearing facilities in the Orangeburg distribution area and the requirements increase each year. Full development of the Orangeburg County is needed to meet those requirements.

A good water supply is available at the Orangeburg County hatchery site, and the land topography is suitable for development of a modern warm-water fish hatchery. Full development of this unit will require replacement, redesign, and completion of existing earthen rearing ponds, construction of buildings, and installation of pipelines and facilities to obtain a self-contained, efficient fish hatchery. An itemization and cost estimates for the program are as follows:

Funds needed for the program

1st phase:	
Construct earthen ponds with catch basins and outlet structures	$130,000
Water supply and drainage lines	80,000
Subtotal	210,000
2d phase:	
Complete construction of earthen ponds, catch basins, and outlet structures	35,000
Pond supply well, pump, and fish screens	30,000
Storage building (equipment, oil, paint, etc.)	15,000
Fertilizer storage building	5,000
Holding house	30,000
2 residences with carports	40,000
Combination building (office-garage)	25,000
2 pumphouses (domestic and pond supplies)	14,000
Domestic water supply and sewage	10,000
Service roads (hard surface)	25,000
Floodlights	8,000
U/G electric service and telephone lines	10,000
Landscaping and fencing	14,000
Equipment	15,000
Subtotal	276,000
Total estimated cost of the program	486,000

Craig Brook National Fish Hatchery, Maine

Letter From Hon. Edmund S. Muskie, a U.S. Senator From the State of Maine

U.S. Senate,
Committee on Government Operations,
February 16, 1965.

Hon. Carl Hayden,
Chairman, Senate Appropriations Committee, Senate Office Building, Washington, D.C.

Dear Chairman Hayden: I have received a request for consideration of the need for expansion of the Craig Brook fish hatchery, operated by the Department of Interior at Orland, Maine.

Since I feel that this matter should receive the attention of the committee in its consideration of the fiscal year 1965 Department of Interior appropriation bill, I would urge that the committee request the Department of the Interior to submit a detailed report concerning the need for expansion of the hatchery.

Thank you for your cooperation.

Sincerely,

Edmund S. Muskie, *U.S. Senator.*

Departmental Statement

The Craig Brook national fish hatchery, located in Hancock County, Maine, was established in 1889. It is the only national hatchery engaged in the production of Atlantic salmon, once a very valuable fishery resource in the rivers of Maine. For many years, the Atlantic salmon fishery has been limited to a very small sport fishery due to the construction of dams that created barriers to spawning runs and eliminated spawning grounds, stream pollution, and lack of fishery management. In more recent years, the Atlantic Salmon Commission, the State of Maine, and the Bureau of Sport Fisheries and Wildlife have cooperated in efforts to improve conditions necessary for an increase in salmon runs. At the same time, emphasis has been placed on the production of increased numbers of 2-year-old salmon at Craig Brook to restock suitable waters.

The Atlantic salmon restoration program now requires a greatly increased production from the Craig Brook hatchery to restock streams with an adequate number of salmon to assure a return of spawners from the sea. Rearing capacity is not adequate at the hatchery to meet the increased requirements. Funds from the accelerated public works program in the fiscal year 1963 were used to improve and increase the water supply for this hatchery. Land is available to permit expansion of rearing facilities.

The following items, with cost estimates, are needed to increase the production as required at the Craig Brook hatchery:

Funds needed for the program

Concrete raceways (8 feet by 100 feet, 1,000 feet of double raceways) with water supply and drain lines	$130,000
Replace water tempering unit	30,000
Replace storage building	20,000
Replace standby powerplant (includes building for shelter)	25,000
Landscaping grounds	12,000
Extend service roads	18,000
Sanitary facilities at Alamoosook Lake	10,000
Expand parking area (90 by 120 feet)	6,000
Nature trail, cleaning and marking	4,000
Equipment	10,000
Total estimated cost of the program	265,000

McKinney Lake National Fish Hatchery, North Carolina

LETTER FROM HON. SAM J. ERVIN, JR., A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
February 10, 1965.

Senator CARL HAYDEN,
Chairman, Senate Appropriations Committee, New Senate Office Building, Washington, D.C.

DEAR SENATOR: It is my understanding that an appropriation of $208,000 is needed for the renovation of the McKinney Lake hatchery at Hoffman, N.C. This renovation would include water supply lines and additional ponds to meet the production needs of this hatchery.

Thirty-nine counties in North Carolina and 20 counties in Virginia are presently served by the McKinney Lake national fish hatchery.

I would like very much to see what could be done about adding these funds to the appropriate measure if your examination of the problem incidates that it would be desirable.

With all kind wishes, I am,

Sincerely yours,

SAM J. ERVIN, Jr.

DEPARTMENTAL STATEMENT

The McKinney Lake hatchery was constructed in 1938 to produce largemouth bass and bluegill for distribution in central North Carolina. Other species, channel catfish and redear, have since been added to the production list. Most of the output from this hatchery is stocked in farm ponds constructed with the aid of Federal funds. Also, fish are stocked in waters on State management areas.

Under the initial construction program, the McKinney Lake hatchery was never fully completed. At the time construction activities ceased, facilities available were adequate to meet stocking requirements. Since then, increases in the magnitude of the farm pond construction program, and requirements for several species of warm-water fish to obtain maximum benefits from small impoundments, have caused the demand for fish for stocking purposes to exceed the production potential from the existing rearing ponds (18 acres).

Additional rearing ponds are needed to permit flexibility in the propagation of several species, and this will result in greater efficiency of operation and increased fish production. Also, major improvement of existing facilities will facilitate operational efficiency, and an additional residence is neded to house the minimum number of employees necessary to provide protection for the property, including live fish. Sufficient land and an adequate water supply are available for the program as shown in the following itemization:

Funds needed for the program

Earthen ponds (7 acres)	$35,000
Water supply pipelines	30,000
Replace water supply flume and controls	60,000
Residence with carport	20,000
Combination building (food preparation room, laboratory, display room, public rest rooms)	30,000
Domestic water supply and sewage system	10,000
Repair and hard-surface drives	18,000
Equipment	5,000
Total estimated cost of program	208,000

KOOSKIA NATIONAL FISH HATCHERY

LETTER FROM HON. FRANK CHURCH, A U.S. SENATOR FROM THE STATE OF IDAHO

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
February 18, 1965.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: The projected construction of a very vital Federal fish hatchery on Clear Creek, near Kooskia, Idaho, is endangered by lack of funds in the budget for the Bureau of Sports Fisheries and Wildlife.

The Congress provided $50,000 for the investigation and planning work on this project in 1962, the land has been obtained, and the initial phase of construction awaits an appropriation of $255,000.

This hatchery is greatly needed to rehabilitate the salmon runs on the Clearwater.

I urge your committee to approve such an appropriation, and I will provide additional information to justify this request within a very few days.

Sincerely,

FRANK CHURCH.

STATEMENT BY HON. FRANK CHURCH, A U.S. SENATOR FROM THE STATE OF IDAHO

Mr. Chairman, one of the great resources of the Pacific coast and the Pacific Northwest is its salmon fishery, not only from the aspect of sports fishing but for tremendous commercial fishing as well. The salmon is an anadromous fish—he returns from the Pacific Ocean to spawn in his ancestral home, the cold, clear streams of the inland mountains. In recent years, blamed to some extent on the construction of big dams on our major streams, both commercial and sports fishing have been seriously decreased.

Idaho is a major spawning ground for these fish, in a network of rivers through the central and north-central section of the State; these empty into the Snake River, which in turn flows into the Columbia River in the State of Washington.

In 1961, the Congress provided $50,000 for the planning and design of a new Federal salmon hatchery to be located in the middle Snake River watershed. While the production of chinook salmon would be its primary function, the hatchery would also produce steelhead and rainbow trout when management programs call for them.

A site for the hatchery was selected on Clear Creek, a tributary of the Middle Fork of the Clearwater River, near Kooskia, Idaho. The property was owned by Potlatch Forests, Inc., and after long and detailed negotiations, a land exchange was worked out whereby the 129-acre site was obtained from the compnay in November of last year. Apparently because of the late date of the agreement, funds for the start of construction are not included in the 1966 fiscal year budget.

Total cost of the hatchery has been estimated at $967,000, but only $255,000 is needed for the initial construction phase in the next fiscal year.

Mr. Chairman, it is obvious, as Interior Secretary Udall pointed out when the land agreement was announced, that "Congress clearly recognized the need to maintain our salmon and steelhead" when it approved this program. The need is urgent to restore our fish runs.

To illustrate this, I would like to insert in the record two eloquent letters which I have received from the cochairman of the Fish Hatchery Committee of the Lewiston Chamber of Commerce.

EFFECT OF DAM CONSTRUCTION ON SALMON AND STEELHEAD RUNS

FEBRUARY 20, 1965.

Hon. FRANK CHURCH,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: You are well aware of the detrimental effect that the construction of dams on the Snake River is having on the salmon and steelhead runs of this river system. More dams are being proposed—some of which will have an even more serious effect on these runs. Desite the upstream and

downstream fish passage facilities that are being provided, our fishery biologists tell us that artificial propagation will be needed to supplement natural reproduction to maintain the runs.

You are also aware that in 1962, Congress provided funds in the amount of $50,000 to locate a site for a fish hatchery in the middle Snake River area. The purpose of the hatchery to be the production of large numbers of anadromous fish to maintain the commercial and sport fisheries.

The study was made and a site was found at Clear Creek in Idaho that met all the requirements for a Federal fish hatchery. It had the water needed and was ideally located in relation to schools, towns, etc. It was owned by Potlatch Forests, Inc., and negotiations were entered into with the timber company to acquire the land. Early this year, all the negotiations were completed and title for the land was transferred to the Federal Government for the purpose of building a Federal fish hatchery.

The project is now ready to go into the planning and building stage. To date, no money has been appropriated for this purpose.

We, the members of the Fish Hatchery Committee of the Lewiston Chamber of Commerce, respectfully request your efforts to secure a special appropriation from Congress to this project can go into the planning and building stage in 1965.

We make the request for the following reasons:

All the preparatory work for the project has been completed. The site has been located. The land acquired. The necessary research has been made. A special appropriation now will allow construction to go ahead a good 2 years earlier than if the project was allowed to be taken up in a normal manner. With the changes that are taking place in our Snake River drainage with the dam construction, these 2 years could be of extreme importance and could possibly be the difference between complete success and some degree of failure in reestablishing the spring chinook runs. The project will require between 2 and 3 years to build. To that must be added another 4 years to complete the first cycle of the chinook and have the brood stock return to their home water. The biologists would like to add 2 to 4 more years to this to get a second cycle returning to the hatchery before they are certain the run will stand on its own.

If it is going to take 7 years before the investment shows its first real return, you can see the wisdom of an early start.

We think that it should be pointed out here that this is not an experimental project. One of the main purposes of it is to reestablish the spring chinook run. At one time, this was one of the most valuable fish runs in the middle Snake. The last remnants of it were destroyed several years ago when fish passage facilities at the Clearwater Dam in Lewiston were allowed to deteriorate to the point they blocked the run. Our fishery biologists have the history of it, and are certain of the success of reestablishing it.

We would also like to point out the value of reestablishing this spring chinook run.

For the Idaho fisherman, the Washington fisherman, and the Oregon fisherman, it would provide a sport fishery during the spring and summer months that could well be one of the Northwest's finest tourist attractions. For the Idaho sports fisherman, it would be an all new fishery, one that he has not enjoyed for a score or more years.

Its benefits would not be limited just to sport fishermen. After these fish had completed their 4-year growth cycle in the sea pastures and returned to spawn, they would provide an additional resource for the commercial fishermen in the international waters, the offshore fishermen, and the commercial fishermen in the Columbia River. Some of the benefits would be spread the length of the Pacific coast from California to Alaska.

As residents of the State of Idaho and as business and professional men in Lewiston, our interests are varied.

We see an early or immediate need for the hatchery to bolster the sagging fish counts in the middle Snake. We see the hatchery itself as a major tourist attraction on our scenic Lewis-Clark Highway. The addition of the spring chinook run will provide the State with a whole new fishing resource and one of the finest and most accessible rivers in the West in which to enjoy it. We see it as a restoration of a resource that once belonged to the people of Idaho, but which was sacrificed to the expediency of power and river development. For the people of the Northwest, we see it as a major source of income for both the commercial and sport fishing industry.

In 1961, 382,000 man-days were spent by fishermen in pursuit of anadromous fish in the middle Snake River Basin. That's well over a thousand years of daily fishing for a single fisherman. This is a national resource worth maintaining and building. And this is the job that a Federal fish hatchery at Clear Creek can do. Will you help us get it off to an early start? Your efforts will be deeply appreciated.

Sincerely,

DONALD THOMAS,
Lewiston Chamber of Commerce,
Fish Hatchery Committee.

URGING IMMEDIATE CONSTRUCTION OF FISH HATCHERY

LEWISTON, IDAHO, *February 19, 1965.*

Hon. FRANK CHURCH,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: We are writing you again to urge upon you the necessity for immediate construction of the proposed Federal fish hatchery at the mouth of Clear Creek a few miles east of the village of Kooskia, Idaho.

There is a real emergency presently existing concerning the fish population in the headwaters of the Clearwater River, and its distributaries in the State of Idaho. The specie of fish most vitally and acutely affected is the quinant (chinook salmon) and the silver salmon.

The present situation in these same waters concerning the steelhead trout, and its counterpart, the rainbow trout, is also critical and needs experimentation and immediate attention.

All of these fish are anadromous (except possibly the rainbow trout which may be questionable, and then again the rainbow trout may become a steelhead trout when he decides to leave the polished stones of his mother's ancestral home and spawning grounds for his rendezvous with destiny found in the cascading waters of the mighty rivers rushing from the snowclad mountains of Idaho towards the vast, restless, and mysterious Pacific Ocean, and from there to where the Lord only knows.)

Of these specie of fish the quinnat or chinook salmon is probably the most important to the area of the proposed fish hatchery on the Middle Fork of the Clearwater River. This may be true because people and animals both like their food to be delivered to them in large packages so the necessity of gathering it will be as effortless as possible. The chinook salmon is the largest of these anadromous fish, averaging around 22 pounds apiece. Its origin and habitat is even yet surrounded with some mystery, to the extent that it is spoken of in dictionary jargon as "occurring" on both coasts of the Pacific Ocean. Something akin to the wind which also "occurs" on both coasts, and who can say for sure where the wind comes from. They range on the "American" side of the Pacific Ocean from Monterey Bay in the south to Bering Strait in the north, and that is quite a swim even for a quinnati. These extraordinary pieces of God's creation ascend the larger streams in the spring, spawn in the fall, and thus set in motion again the eternal horde of fingerlings moving tailfirst, to be different, downstream to the ocean, there to run out their allotted destiny and return again as their ancestors throughout all ages have done before them to the smooth, cold stones of the spawning beds in the clear, pure, rushing waters of the mountain streams—in Idaho. It makes us almost feel proud to be a part of this great phenomenon. But, it will work, if we will only help.

The second specie, or silver salmon, is smaller than the chinook. It, too, is anadromous, completing the rather complex circuit as the chinook, although it ranges only in the northern portion of the Pacific. Its flesh is very light colored, and its exterior scales have a shining, silver glint. The meat has a very good flavor.

The third specie, or steelhead trout, is a large fish, although generally a little smaller than the chinook. It has very beautiful exterior coloring, and its flesh is very delicious. It is probably one of the best "sports" fish known to man, and the sport and art of catching these fish attracts man and boy alike. The delight in eating them knows no sex or bounds.

The Clearwater River is one of the few rivers of its size in America that begins and ends in the same State. It raises among the peaks and crags of the Bitter-

root Mountains and joins the waters of the mighty Snake River at Lewiston, Idaho. The flow of the Clearwater is about one-third of that of the Snake. There is a tremendous amount of water running in the Clearwater, and where not polluted by man, is as fresh and pure as the morning dew.

The first large branch of the Clearwater is the North Fork River, which enters the Clearwater a few miles below Orofino and about 40 miles east of Lewiston. On the North Fork, about 2 miles above its mouth, the mighty Dworshak Dam is about to be built.

The next fork of the rive occurs at Kooskia, Idaho, some 60 miles east of Lewiston, where the Clearwater branches into the South Fork, which naturally flows from the south to the north, and the Middle Fork, which flows from the east to the west.

The South Fork drains one of the great gold fields of America; Buffalo Hump, Crooked River, Golden, Elk City, Dixie, and Florence, to mention a few.

The Middle Fork is a much larger stream than the South Fork and penetrates the Bitterroot Mountains to their very crest. It is an historic stream, as well as a beautiful one. Down this mountain river came Lewis and Clark from their perilous crossing of the mountains. Up this natural artery of transportation rushed Chief Joseph with his band of Indian braves, women, children, horses, and dogs, always one step ahead of the U.S. Army hotly in pursuit. Down this gently winding canyon at one time started a transcontinental railroad until it was stopped by the "Great Compromise" of the railroad magnate which sent one line around through Spokane, Wash., and the other through Baker, Oreg. Traversing these mountains via this river is now constructed the "Lewis & Clark Highway," a ribbon of oil and rock connecting and binding together the great Central Plains of North Central America with the low, warm valleys of the Clearwater, Snake, and Columbia Rivers, one of the greatest watersheds of the world. Over this highway, which is now a part of U.S. Highway No. 12 will come and go countless thousands of Americans, all will wonder in awe at the grandeur of the spectacle provided by this mountain area, the clear, pure waters of its streams, the green of its forests, the majesty of its crags, and peaks. It is all there, except the anadromous fish.

And there lies our problem and our dilemma. Something must be done, and done quickly, to restore the once mighty horde of rushing, squirming, and impatient chinook and steelhead salmon, mysteriously winding their way annually to and from the spawning beds to the sea. The runs, in volume, of these anadromous fish should not only be restored as much and as soon as possible, but a run of silver salmon should also be inaugurated along this wonderful artery of ideal water.

Much money has already been spent in the purchase of a suitable site for this hatchery, and the drilling and testing of wells adjacent thereto. All tests necessary to determine if the site is suitable for the purposes intended have been made, and they are all favorable. Various Federal governmental agencies have spent much time and money in preparing the project for construction. Many private concerns and local people, such as Potlatch Forests, Inc., and the countless interested citizens of the area have planned and worked to bring this serious problem to some solution. Time is of the essence of the whole project.

Something must be done to restore these anadromous fish to these waters. This part of America will not be America without them. Even now hundreds of people come to the area, all with their fishing equipment and great expectations. Most of them leave awed by the beauty and purity of the water but disgusted with the fish population. These fish are not only important to people in and visiting the area but to the commercial fishing industries in the States of Oregon and Washington as well. Unless something is done, and soon, to restore these great runs of fish, they will become extinct, and the thousands of people all along the Pacific coast from Monterey Bay to Bering Strait will suffer. The small amount of money necessary to make a start is insignificant to the loss that will occur to thousands of people if the work is allowed to drag.

The Federal Government is spending much time and money now, providing a salmon passage over and above Salmon Falls on the Selway River. The Middle Fork of the Clearwater River, mentioned before in this letter, branches some 25 miles east of Kooskia into the Selway River on the south and the Lochsa River on the north of Coolwater Ridge. Selway Falls is some 20 miles up the Selway River.

The Federal Government is presently establishing one of its youth camps about 5 miles up the Selway River at Fenn Ranger Station.

The Federal Government plans to erect a large hydroelectric dam on the Middle Fork of the Clearwater River, known as Penney Clifts Dam. This damsite is about 5 miles above the site of this fish hatchery. In years to come this fish hatchery will no doubt enter into the plan of providing fish for the reservoir impounded behind that dam.

The existence of a good, healthy run of all three specie and anadromous fish mentioned in this communication is of the most vital importance to this entire area. This fact needs no polishing. The evidence can be seen in every Federal dam planned or constructed along the Columbia and Snake Rivers in Oregon and Washington. The monumental cement passageways for fish over every one of these dams is breathtaking as well as solid testimonals to the importance of these fish to our country. The full utilization of such great undertakings cannot be realized unless these runs of anadromous fish are restored to the Clearwater watershed where they once existed in great force. Something should be done now. Money to start construction of this hatchery should be provided in the year 1965. We should not wait for 2, 4 or more years to get started. We should begin now.

It seems a queer thing that no Federal fish hatchery or other installation of any kind whatsoever has been constructed to restore these runs of anadromous fish to the waters of the Clearwater or Snake Rivers in Idaho. These waters are the logical and ancestral waters of these great runs of fish. As in Alaska, these fish go to the very extreme ends of the streams. They spawn in creeks with their top fins readily seen. And that, of course, is the way it should be. That is the instinct and the purpose placed in these fish by God, so all the streams from top to bottom will be supplied with fish. How else would you or anyone else get the job done? These fish are ready and anxious to fill our streams with fish. All they need is a little help now.

Sincerely yours,

ELBERT A. STELLMON,
Fish Hatchery Committee.
Lewiston Chamber of Commerce.

RESTORATION OF FUNDS FOR FISH SCREEN CONTRUCTION

Mr. Chairman, I respectfully urge the committee to add these funds to those budgeted for the Bureau of Sports Fisheries and Wildlife.

In connection with the same problem of saving the salmon, I have been advised by the Idaho Fish and Game Departmnet that the proposed budget for the Columbia River fishery development program of the Bureau of Commercial Fisheries has been reduced. Included in this is a reduction of $75,000 originally planned for fish screen construction and installation in Idaho. Approximately $900,000 has been expended on this very important program, which involves screening harmful diversions in the Salmon River drainage, primarily irrigation diversions. I would like to urge the committee to restore these funds, which are necessary to carry out the projected program. In conclusion, I would like to introduce a letter from the Idaho Fish and Game Department director, John R. Woodworth, which explains in detail the need for the program.

IMPAIRMENT OF PLANS FOR RUNS OF SALMON AND STEELHEAD

STATE OF IDAHO,
FISH AND GAME DEPARTMENT,
Boise, Idaho, February 5, 1965.

Hon. FRANK CHURCH,
U.S. Senator,
Senate Office Building,
Washington, D.C.

DEAR SENATOR CHURCH: We have been advised that the proposed budget for fiscal year 1966 for the Columbia River fishery development program of the Bureau of Commercial Fisheries has been reduced. Included in the reduction was $75,000 which was earmarked for fish screen construction and installation in Idaho. We feel that this is most unfortunate and unless it is returned to the budget, it will definitely impair the long-range plans for maintaining the runs of salmon and steelhead into Idaho waters at a level that will sustain the increasing fishing pressure on these fish.

The program to screen all harmful diversions in the Salmon River drainage has proceeded in a systematic manner based on the understanding that funds

would be available through fiscal year 1966. Approximately $900,000 has been expended on this program to date. A total of 206 out of a scheduled 256 screens has been constructed and installed. Screening of the largest and most damaging diversions was scheduled for the coming fiscal year. In view of the large expenditure to date, it would indeed be disappointing if we are unable to complete the most vital segment of the program.

In our opinion, the prevention of loss of juvenile, downstream-migrating salmon and steelhead in irrigation diversions is the most important immediate step that can be taken to compensate for the ever-increasing factors that are detrimental to the production of these fish. Results from such a program are apparent in a relatively short time and, based on present knowledge, should give the greatest return for money expended.

We would appreciate it if you could look into this matter and determine if there is any possibility of the requested funds for screen construction being returned to the budget. We are confident that, if the program can be completed as scheduled, it will be of benefit to the sport fishery and associated industries in Idaho. It should also be pointed out that the salmon and steelhead reared in these waters form a considerable portion of the commercial fishery from Alaska to California.

It has also been brought to our attention that review of the supplemental appropriation concerning flood damage repair for Columbia River fishery development program projects is scheduled in the near future. The interest you have shown in this problem has been most gratifying and we hope that a successful conclusion is reached.

Sincerely,

JOHN R. WOODWORTH, *Director.*

DEPARTMENTAL STATEMENT

Congress provided $50,000 in fiscal year 1962 to survey the Middle Snake River area for the purpose of locating a site for a new national fish hatchery. This hatchery would produce Chinook salmon and steelhead trout to help maintain runs of these valuable anadromous species endangered by construction of large multipurpose dams. A suitable site was located 2 miles east of Kooskia, Idaho, on lands owned by Potlach Forest, Inc. An agreement has been reached with that corporation for exchange of the 129-acre tract needed to construct hatchery facilities and protect the water supply, for 80 acres of public lands.

Design criteria for development of hatchery facilities at the Kooskia site are based on an annual production level of 150,000 pounds of fish. This would involve approximately 2 million spring chinook salmon and 1 million steelhead trout. Facilities would be amenable to production of other trout species if required for Federal or State inland fishery management. An additional $917,000 will be required to develop the necessary production and operating facilities. The development program has been prepared to phase construction approriations as follows:

Funds needed for development

Phase 1:	
4 wells, pumps, and supply lines	$100,000
Clear Creek intake and screen	25,000
Clear Creek supply line	130,000
Subtotal	255,000
Phase 2:	
48 concrete rearing ponds (8 feet by 80 feet)	172,000
3 holding ponds (40 feet by 140 feet)	96,000
Clear Creek fishway	20,000
Drain lines	22,000
Subtotal	310,000

Funds needed for development—Continued

Phase 3:	
Incubators (30 units)	$15,000
48 tanks (3 feet by 3 feet by 16 feet)	24,000
Hatchery (40 feet by 100 feet)	80,000
Service (30 feet by 50 feet)	27,000
Storage (30 feet x 50 feet)	18,000
5 residences	100,000
Roads	20,000
Grounds	4,000
Utilities, domestic water supply, etc	39,000
Automotive, fish cultural, etc	25,000
Subtotal	352,000
Total estimated cost of the program	917,000

CORTLAND NATIONAL FISH HATCHERY AND RESEARCH STATION, NEW YORK

LETTER FROM STEERING COMMITTEE, NEW YORK CONGRESSIONAL DELEGATION

STEERING COMMITTEE OF NEW YORK CONGRESSIONAL DELEGATION,
Washington, D.C. March 1, 1965.

HON. CARL HAYDEN,
Chairman, Subcommittee on Department of Interior and Related Agencies, Senate Appropriations Committee, Old Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This committee should like to bring to your attention a matter germane to your consideration of Department of the Interior appropriations for the coming fiscal year.

The fiscal year 1966 budget does not include any appropriation for continuation of a reconstruction program started at the Cortland fish hatchery at Cortland, N.Y., with an initial $210,000 appropriation in the final fiscal year 1965 budget. The fishery people at Cortland had expected there would be follow-on budget appropriations until the program is completed. It is estimated that, with a $400,000 appropriation for fiscal year 1966, the work could proceed without interruption and it would leave only a laboratory building for construction in the third and final year. We are advised cost estimates, originally set at $975,000, with detailed planning, have resulted in a cost increase to approximately $1,100,000.

A continuation of this reconstruction program until it is complete is far more than locally important. The laboratory and hatchery are unique in the eastern half of the United States in their functions of research and in-service training. The research programs at Cortland are aimed primarily at problems of nutrition and physiology of fishes, in their relation to hatchery production methods and success of the fish in natural waters. Another subject of increasing importance has been water quality and its relationship to survival and growth of fishes.

We urge, therefore, that every favorable consideration be given to inclusion of an amount that will allow this program to continue expeditiously.

Yours very truly,

Representative EMANUEL CELLER, *Chairman.*
Senator JACOB K. JAVITS.
Senator ROBERT F. KENNEDY.
Representative JAMES J. DELANEY.
Representative LEO W. O'BRIEN.
Representative THADDEUS J. DULSKI.
Representative SEYMOUR HALPERN.
Representative SAMUEL S. STRATTON.
Representative CARLETON J. KING.

DEPARTMENTAL STATEMENT

This station is operated jointly by the Division of Fish Hatcheries and the Division of Fishery Research and consists of the Eastern Fish Nutrition Laboratory, Cortland In-Service Training School, and Cortland National Fish Hatchery.

Intensified studies are conducted pertaining to fish nutrition and physiology, including the use of radioactive tracer materials.

Selected promising personnel are given in-service training at the Cortland station each year. The training school is not limited to Bureau personnel, but extends its facilities to State conservation employees and fishery personnel from foreign governments—resulting in direct cooperation between the Bureau and State and foreign governments.

Three species of trout are produced at this station and are stocked in waters of the State of New York.

Facilities at the Cortland station are badly deteriorated and inadequate for the experimentation and training programs. Also, the poor condition of existing facilities is adversely affecting the production of fish for stocking purposes. Several of the buildings are of frame construction and built over a hundred years ago, resulting in high annual maintenance costs.

Exploration of the availability of underground water, to supplement the present water supply, has been conducted and sufficient water found to justify the modernization and expansion of facilities at Cortland. Several wells have been drilled to tap the underground supply. Congress recognized the need for improvements at the Cortland station and provided $210,000 to initiate the program in fiscal year 1965. These funds will be encumbered before June 30, 1965. The following is a breakdown of additional items and funds required for the program:

Funds needed for the program

Phase 1:	
Brood ponds (8 feet by 10 feet) includes metal building enclosure	$48,000
Spring structures (3)	10,000
Supply and drain lines	7,500
3 residences	60,000
Oil and paint storage building	2,500
Utility building addition, 4 additional vehicle stalls	23,000
Sewage and waste disposal	23,000
Domestic water and supply	5,000
Roads, hard surface (0.3 mile)	16,000
Parking area, hard surface (90 feet by 120 feet)	6,000
Landscaping (10 acres)	5,000
Fencing (0.8 mile)	4,000
Removal of exiting facilities	23,000
Subtotal	233,000
Phase 2: Laboratory	532,000
Total funds needed for the program	765,000

TUPELO NATIONAL FISH HATCHERY, MISS.

LETTER FROM HON. JOHN STENNIS, A U.S. SENATOR FROM THE STATE OF MISSISSIPPI

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
March 1, 1965.

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

DEAR MR. CHAIRMAN: As you know, the Department of Interior has announced the closing of the U.S. fish hatchery at Tupelo, Miss. Immediately after the announcement, I discussed this action with officials in the Bureau of Sport Fisheries and Wildlife and strongly urged the reconsideration of this decision. You may also recall that on January 29, 1965, I informed you of my opposition to the closing of this facility.

Due to Senator Russell's absence, it has been necessary that I preside at the joint hearings of the Committee on Armed Services and the Defense Appropriations Subcommittee on the state of our military posture. Because of this I have been unable to attend any of the meetings of the Appropriations Subcommittee on the Department of Interior and Related Agencies.

In my absence, I will deeply appreciate it if you will have the appropriate officials of the Department of Interior furnish for the records of your subcom-

mittee a complete and detailed report as to the reasons for the closing of the Tupelo facility. This hatchery produces fish of a value far in excess of the cost of the operation of the hatchery, and some of the fish produced there, such as channel catfish, are not produced at any other facility in the State. Because of these facts, I believe it would be unwise to close this hatchery, and I hope your subcommittee will examine the decision of the Department very closely.

Sincerely yours,

JOHN STENNIS,
U.S. Senator.

DEPARTMENTAL STATEMENT

The Tupelo National Fish Hatchery was established in 1902 for the production of warm-water fish to stock waters in Mississippi and adjoining States. The distribution area has been reduced to include 24 counties in northern Mississippi, and transfers of surplus channel catfish to other national fish hatcheries as available. Station facilities consist of a fish-holding house, service building (shop and office), 2 residences, 2 garage buildings, small pump and storage houses, and approximately 17 acres of earthen rearing ponds with related water supply and drainage features. These facilities are in fair to good condition, considering the varying age of the facilities. No construction funds have been provided for the development of this hatchery since before World War II. However, maintenance funds from the operational allotment have been used to maintain and improve facilities as such funds were available. The following is a comparison of the warm-water fish production at the three national fish hatcheries in Mississippi during fiscal year 1964:

Hatchery	Applications filled	Waters stocked [1]	Species	Number	Weight (pounds)
Tupelo	2,726	1,470	Largemouth bass	501,000	464
			Channel catfish	749,000	9,791
			Bluegill	1,070,000	1,100
			Redear	348,000	351
			Total	2,668,000	11,706
Meridian	3,314	2,513	Largemouth bass	804,000	1,012
			Channel catfish	2,000	134
			Bluegill	1,789,000	3,278
			Redear	788,000	1,345
			Total	3,383,000	5,769
Lyman	6,000	2,215	Largemouth bass	342,000	294
			Bluegill	2,347,000	4,157
			Redear	1,043,000	1,812
			Total	3,732,000	6,263

[1] In addition to waters stocked, as shown in the comparison, a part of the channel catfish production was transferred to ther national hatcheries for subsequent distribution.

The Tupelo hatchery has been an efficient and good producing small warm-water units (17 acres of rearing ponds). The Meridian and Lyman hatcheries are more in the medium range, with rearing pond areas of 24 and 32 acres respectively. Rearing pond acreages at the Carbon Hill and Marion National Fish Hatcheries, in Alabama, total 22 and 105 acres, respectively.

In a continuing program to promote efficiency of operations in the national fish-hatchery system, an annual review of activities is conducted. This year, it was decided to close a number of small hatcheries to consolidate activities for increased efficiency of operations. The Tupelo unit was one of those selected for closure in view of its proximity to larger national fish hatcheries. Also, consideration was given to the fact that all other national hatcheries in Mississippi and Alabama have received construction funds for the improvement and development of new facilities during the past 3 years.

MARINE GAME FISH RESEARCH LABORATORY, DAUPHIN ISLAND, ALA.

LETTER FROM HON. LISTER HILL, A U.S. SENATOR FROM THE STATE OF ALABAMA

U.S. SENATE,
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C., February 26, 1965.

Mr. PAUL R. EATON,
Clerk, Subcommittee on the Department of the Interior and Related Agencies, U.S. Senate, Washington, D.C.

MY DEAR PAUL: I would appreciate your making the enclosed statement I have just received from Mr. Claude D. Kelley, the director of the Alabama Department of Conservation, a part of the printed hearings in the Senate on the Department of Interior appropriations bill for the coming fiscal year.

Thanking you and with kindest personal regards, I am

Very sincerely,

LISTER HILL.

STATEMENT BY CLAUDE D. KELLEY, DIRECTOR, ALABAMA DEPARTMENT OF CONSERVATION, MONTGOMERY, ALA.

I have been informed that the Bureau of Sport Fisheries and Wildlife, U.S. Department of Interior, has examined a site for the location of a laboratory at Dauphin Island, Ala., and has approved this location for further study. As director of the Alabama Department of Conservation, State of Alabama, I would like to recommend that adequate funds be added to the budget of the Bureau of Sport Fisheries and Wildlife for site development and laboratory design for the Sport Fisheries Laboratory at Dauphin Island. In my opinion, there would be many advantages for locating the Sport Fisheries Laboratory on Dauphin Island which would include the following:

1. Adequate and close supply of clean salt water.
2. The U.S. Public Health Service Laboratory and the Alabama Marine Laboratory located on Dauphin Island would be in the proximity of the one proposed by the Bureau of Sport Fisheries and Wildlife. This would provide an excellent opportunity for cooperation of personnel and full utilization of equipment of all laboratories.
3. Closeness to the gulf and large estuarine areas. Estuarine areas extend to the north from Dauphin Island and the gulf to the immediate south.
4. Dauphin Island is centrally located in the Gulf of Mexico area.
5. Adequate highways, railroads, and airlines serve Dauphin Island.
6. There are complete water and sanitary facilities avaialble at the proposed laboratory site.

The Department of Conservation, State of Alabama, would appreciate favorable consideration of the subcommittee in appropriating the necessary funds to the Department of Interior for the site development and design of the proposed fisheries laboratory at Dauphin Island, Ala.

DEPARTMENTAL STATEMENT

Long-range plans to meet the responsibilities and opportunities explicit in the act of September 22, 1959 (16 U.S.C. 760), for national marine game fish research include two laboratories on the gulf coast. Under this act laboratories have been established at Sandy Hook, N.J., on the Atlantic coast and Tiburon, Calif., on the Pacific coast. Construction of a second Atlantic coast laboratory at Narragansett, R.I., will commence this month.

Establishment of a laboratory on the gulf coast has high priority. In the 1960 national hunting and fishing survey it was determined that there were nearly 1 million salt water anglers who fished in the coastal waters of the Gulf of Mexico. They spent an average of $100 each for a total of $145 million, and enjoyed about 20 million days of recreation. These figures show not only that salt water fishing is a major form of recreation but that it is the basis of a major industry with significant and growing impact on the economic growth of the gulf coast. Trends since 1960 indicate that this sport is growing at an annual rate of 7 percent.

There is a large variety of salt water game fish in the coastal waters off the gulf. They include redfish, weakfish, flounders, snappers, amberjacks, mackerel, sailfish, marlin, tarpon, tuna, bonito, dolphin, and wahoo. For many of these species the estuaries and bays are important for spawning, nursery, and feeding areas. These areas are being rapidly changed and degraded due to man's activities. To lay the basis for sound conservation and management action it is imperative that we undertake studies on the life histories of these fishes, including their biology, migrations, relation to environmental factors, and utilization.

In a recent survey of potential sites for a gulf coast laboratory east of the Mississippi Delta, Dauphin Island was selected as one possibility. It is located 4 miles out in the Gulf of Mexico off the coast of Mobile County, Ala., about 25 miles south of Mobile. A clean supply of salt water is available for experimental studies and the open gulf is readily accessible by boat. The nearby location of Mobile with its urban amenities and centers of higher education make Dauphin Island a good location for recruiting and holding top scientific personnel. Another attractive feature from the standpoint of scientific climate is the location on Dauphin Island of two new marine laboratories—those of the Public Health Service and the State of Alabama Marine Resources Laboratory. Paved roads, fresh water, sewage disposal, an airfield, a sizable labor pool, and a good boat channel are all available to meet the requirements established for our laboratory.

The Mobile Area Chamber of Commerce has generously offered to donate to this Bureau a very fine site on Dauphin Island. It consists of about 1.4 acres of land with 450 feet of frontage. To meet our needs it would have to be enlarged to 7 acres by construction of a seawall and hydraulic fill. This would cost about $50,000. If this property were developed and sold for commercial use the sale price would be approximately $200,000.

One of the initial projects to be undertaken would be an inventory of salt water fishing facilities and resources on the gulf coast. This would provide a benchmark for supply and demand and guide this Bureau and the State conservation organizations in their research and management programs in the years ahead. It is also planned to construct a series of outdoor ponds for experimental and controlled studies on rearing game fishes and to observe their behavior. As soon as possible a medium-sized research vessel would be employed to conduct the field studies on the distribution, abundance, and movement of game fishes in the Gulf of Mexico.

Preliminary estimates of the cost of an eastern gulf coast marine game fish research program over the next 5 years are as follows:

	Year				
	1	2	3	4	5
Planning, design and acquisition	$100,000				
Site development	50,000				
Laboratory construction		$500,000			
Ponds and docks			$100,000		
Survey of angling facilities and resources on gulf coast		25,000			
Salaries and expenses			75,000	$150,000	$300,000
Design vessel				70,000	
Construction-vessel					700,000
Total	150,000	525,000	175,000	220,000	1,000,000

COOPERATIVE FISHERY UNIT, OKLAHOMA STATE UNIVERSITY

LETTER FROM HON. A. S. MIKE MONRONEY, HON. FRED HARRIS, AND HON. TOM STEED, MEMBERS OF CONGRESS FROM THE STATE OF OKLAHOMA

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
February 12, 1965.

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

DEAR SENATOR HAYDEN: Oklahoma is in need of a cooperative fishery unit to do a thorough job of research on how to maintain and expand sport fishing in our 60 to 70 million acre-feet of impounded waters.

The authority for such a unit is already available. Our Oklahoma Department of Wildlife Conservation and Oklahoma State University are willing to cooperate fully and seek only $40,000 Federal participation.

It should be pointed out that such a research project in Oklahoma would serve a vast area of Southern and Western States, particularly those of the Arkansas-Red-White River Basins.

In further justification, we attach hereto a full statement in support of this proposal by the department of zoology of Oklahoma State University and a joint resolution by the board of regents for agricultural and mechanical colleges of Oklahoma and the Department of Wildlife Conservation of Oklahoma. We are also sending a resolution from the Izaak Walton League of Oklahoma.

Sincerely,

A. S. MIKE MONRONEY, *U.S. Senator,*
FRED HARRIS, *U.S. Senator,*
TOM STEED, *Member of Congress.*

SUPPORT OF AND NEED FOR RESEARCH PROJECT

OKLAHOMA STATE UNIVERSITY,
DEPARTMENT OF ZOOLOGY,
Stillwater, February 9, 1965.

Hon. A. S. MONRONEY,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MONRONEY: In reply to your telephoned request of February 5, we submit the following in support of our application for a cooperative fishery unit at Oklahoma State University.

There is a need for a fisheries unit in the southern Great Plains area. Oklahoma is in the center of this area and offers a variety of water conditions characteristic of the southern Great Plains. Oklahoma has led the way in the development and use of farm ponds and in the development of reservoirs for a variety of purposes. Oklahoma has many streams with problems of turbidity, salinity, and pollution. Research on how best to use this great variety of waters, characteristic of the southern Great Plains, for the effective production of recreational fishing is badly needed. For these reasons, it seems logical that a cooperative fisheries unit designed to study the problems of the southern plains and to train personnel in the management of these waters should be located in Oklahoma rather than in Texas, Kansas, or New Mexico.

Exceptional opportunities for fishery research and training exist at Oklahoma State University because of the great variety of surface water resources in the vicinity.

1. A very large number of farm ponds have been built in Oklahoma since the Dust Bowl days, 3,000 to 4,000 in every county. Many such ponds near Stillwater are currently being used for research projects under long-term agreements with local landowners. These ponds vary greatly in size, turbidity, and water quality, but all have this in common, that they are designed for maximum water storage and minimum water exchange from influx and overflow. Oklahoma State University has pioneered in the use of farm ponds for the production of sport fishing.

2. Stillwater is situated in the heart of a new Soil Conservation Service watershed control project. This will ultimately include more than 50 various-sized, flood-control impoundments. These new farm water reservoirs will differ from the typical farm pond in that they are not designed primarily for storage, but for retardation and controlled discharge and will, therefore, have a high water

exchange rate. Their use for recreational fishing is therefore quite different than the usual farm pond.

3. The Oklahoma State University-owned Lake Carl Blackwell is located only 7 miles west of Stillwater. It is used for municipal water supply and recreation. It presents typical turbidity problems.

4. Municipally owned Boomer Lake is inside the city limits of Stillwater. It is a multipurpose recreational lake which also serves for electrical generator cooling and flood control. Discharge of warm water from the generators provides unique thermal conditions for study.

5. Other larger reservoirs are immediately adjacent to Stillwater. Keystone Reservoir, at the junction of the Arkansas and Cimarron Rivers is expected to have a relatively high salt content. The Oklahoma State University is acquiring a 17-acre site on Keystone Lake where a permanent reservoir research laboratory is planned. The Kaw Reservoir is to be constructed on the Arkansas River above the inflow of salt contaminants. Both of these large reservoirs are less than 60 minutes' driving time from Stillwater. Many other large and small reservoirs are within 1 to 3 hours' driving time.

Oklahoma State University has traditionally maintained a broad program of research and training related to aquatic biology.

The zoology department has had an active program in fish and game research since the close of World War II. The cooperative wildlife research unit was established in 1948, and one of the fellowships has, for many years, been devoted to fisheries research. Since 1956, the Oklahoma Refiner's Waste Control Council has supported a departmental research program directed toward improvement and control of water quality in Oklahoma streams. The U.S. Public Health Service and the National Science Foundation have supported research projects on water quality, fish resistance to toxicity, and fish behavior. The U.S. Public Health Service is presently providing a training grant that annually supports six to eight studies on the biological aspects of water pollution.

At the present time, five members of the zoology staff are doing research in aquatic biology. Two new men will join the staff in September 1965. One of these is qualified in stream and lake biology, the other will be a fishery biologist. The department has selected ecology as its major area of emphasis in the next decade. The establishment of a sport fishery research unit is needed to bring practical fishery management specialists into the department.

Twenty-one students are now working toward graduate degrees in zoology, with thesis problems in aquatic biology. Most of the emphasis is on the study of polluted waters. Pollution problems are a major concern to every fisheries manager. The existence of parallel training programs at this institution will be mutually beneficial.

Oklahoma State University has a number of facilities that will support a sport fishery research unit. The aquatic biology laboratory of the zoology department is housed in a building containing 10,000 square feet of floor space, including laboratories, workshops, offices, and classrooms. It is well equipped to carry out research in many phases of aquatic biology.

The zoology department has an excellent reference collection of North American fish, and the most complete collection of Oklahoma fish in existence. Since the collection is not limited to local species, students acquire a broader knowledge of fish than in most schools where ichthyology is taught. The fish section of the book that is used as the standard identification for American fish was written by a member of this department.

Other facilities on the Oklahoma State University campus available to the fishery biologist include:

Statistical laboratory: A staff of five men with Ph. D. degrees in statistics are available for consultation in problems in design of experiments, sampling, and analysis of data. Five Ph. D. degrees in statistics were granted this year. The statistical laboratory cooperates in the southern regional graduate summer session in statistics with North Carolina State University, Virginia Polytechnic Institute, and the University of Florida.

High-speed computer center: This center is available for the machine analysis of data and has the IBM 1410 and the necessary auxiliary equipment. There is a staff of three in this center.

Library: The Oklahoma State University library is housed in one of the largest library buildings in the Southwest. It is completely centralized, has 6 floors with 200,000 square feet of floor space, and a capacity of 1 million volumes and 2,300 readers. At present there are 600,000 volumes in the library. The building is air conditioned and open from 8 a.m. until midnight every day in the

year. The collection is well balanced with emphasis on science. There is a fine documents collection. The library is a depository for the usual Federal documents plus documents of the Atomic Energy Commission, the U.S. Public Health Service, and the Patents Office. The library is unique in the availability and accessibility of its materials. There is a regular biweekly exchange between Oklahoma University and the State medical school which serves to increase the availability of publications.

Radioisotopes and radiations laboratory: This laboratory has the standard radiation measurements devices, including vibrating reed electrometers, scalers, internal counters, and proportional counters. There are two gas chromatography units and two vacuum units for radioactive gases. There is a completely equipped chemical laboratory. There are three X-ray sources up to 25-kilovolt potential and one fluoroscope unit. There are complete darkroom facilities. There is equipment for histological and audioradiography procedures. The laboratory is available for consultation and use of equipment for graduate research. A graduate student can work full time using the equipment and available consultation at the rate of $50 per semester.

Research foundation electronics laboratory: This laboratory constructs, develops, and maintains equipment for research on a contract basis. It has a large amount of work for the Air Force and other governmental agencies. It is available for consultation on the development of new equipment.

Research and development laboratory: This laboratory has machine and electronic testing equipment for building equipment for research projects. There is a staff of three technicians.

Instruments and machine shop: This laboratory has machine and electronic testing equipment for building equipment for research projects. There is a staff of three people. Work is undertaken on a priority basis for physics and chemistry; however, work is done for other departments as time permits.

Glassblowing shop: A skilled technician and complete equipment are available for the construction of equipment.

The Water Resources Research Institute: Oklahoma State University, as the land-grant institution of Oklahoma, has been selected as the site of the Institute to be established by the U.S. Department of the Interior.

The U.S. Soil Conservation Service design section: The central office for Oklahoma is located on the campus. An opportunity exists for design engineers and fishery biologists to cooperate in developing improvements in impoundments for fish management.

Southern Plains Branch hydraulic laboratory: The Southern Great Plains Branch of the Agricultural Research Service has its principal laboratory on university property at Lake Carl Blackwell.

Sanitary engineering: The college of engineering provides a variety of courses and consultation services which have in the past been of considerable value to the fishery and pollution studies.

The engineering experiment station: The design of equipment and development of experimental apparatus has been frequently aided by the engineering research division.

The agricultural experiment station: Research programs in evaporation control on impoundments, use of farm ponds for domestic water supply, and water control for irrigation are now in progress.

Other Oklahoma water resource facilities and programs which will contribute to the success of a cooperative sport fishery research unit at Oklahoma State University.

The Oklahoma Fish and Game Council: Members of this organization include representatives from Oklahoma State University, University of Oklahoma, Oklahoma State Department of Wildlife Conservation, region 10 Army Engineers, and the Federal Fish and Wildlife Service. This group sponsors two graduate fellowships at each of the two universities. The recipients of these fellowships do research on fishery problems connected with reservoirs developed by the Army Engineers.

Fishery research laboratory, Norman: The University of Oklahoma and the Oklahoma Department of Wildlife Conservation jointly operate a fishery research laboratory at Norman. The research of the State department of wildlife conservation on their lakes is conducted through this laboratory.

The University of Oklahoma biological station, Lake Texoma: This station offers extension summer course work in which many students and staff from Oklahoma State University participate.

The U.S. Public Health Service regional water quality laboratory, ADA: This laboratory will be staffed by a number of water scientists and engineers. Their studies on water quality will provide much information of use to the fisheries researcher.

The existence of the many agencies on the campus and in the State all working on the same general problem, water quality and use, each from a different point of view, creates a favorable intellectual climate. Interest and excitement are mutually heightened and progress is made more rapidly in each agency than which the staff of one agency works alone and are isolated from contact with the others.

Public interest and support: Numerous agencies, organizations and individuals have expressed keen interest in the establishment of the cooperative sport fishery research unit at Oklahoma State University. Among the conservation-oriented organizations that have passed resolutions to this effect are—

The Oklahoma Fish & Game Council.
The Commission of the Oklahoma Department of Wildlife Conservation.
The Oklahoma Division of the Izaak Walton League of America.
The Oklahoma Wildlife Federation.
The Board of Regents for Oklahoma A. & M. Colleges.

As you already know, we can secure a unit only by congressional action. If we can provide other informtaion please let us know.

Sincerely,

ROY W. JONES,
Head, Department of Zoology.

RESOLUTION

Whereas the State of Oklahoma contains extensive areas of water reservoirs with more in the process of construction; and

Whereas the Oklahoma congressional delegation has worked with diligence to make these reservoirs a reality, and is continuing to promote and develop water resources throughout the State; and

Whereas there exists at the present time a definite need for research in the sports fisheries area compassing the Plains region of the United States for the purpose of enhancing the value of reservoirs, streams, and other bodies of water, and thereby increasing the production of sports fish; and

Whereas the results of such research would increase the value of these waters as centers for sports and other forms of recreation; and

Whereas existing sports fisheries research units located in other portions of the United States cannot adequately perform the necessary research; and

Whereas the Oklahoma State University of Agriculture & Applied Science has the qualified personnel to accomplish research in this area, has formulated plans to increase its competence in the field and is experienced in conducting such cooperative ventures as evidenced by the Oklahoma cooperative wildlife research unit, a program that has been conducted on the campus since 1945; and

Whereas the Department of Wildlife Conservation Commission, State of Oklahoma, thoroughly recognizes the need in the sports fisheries area, recognizes the competence of the Oklahoma State University of Agriculture & Applied Science in the field and recognizes that such a research facility should be established at the university and as a consequence offers its full support to such a program: Now, therefore, be it

Resolved by the Oklahoma State University of Agriculture & Applied Science and the Department of Wildlife Conservation Commission, State of Oklahoma, That the Oklahoma congressional delegation be encouraged to actively promote a special bill allocating funds to the fiscal year 1966 budget of the Department of Interior, Bureau of Sports Fisheries, for the establishment of a cooperative sports

fisheries research unit at Oklahoma State University of Agriculture & Applied Science; such fund to be in the amount of $40,000 for the first year of operation.

Signed for the Board of Regents for Agricultural and Mechanical Colleges, State of Oklahoma.

W. R. WILLIAMS,
Chairman of the Board.

Attest:

MARK BASS, Jr.,
Secretary of the Board.

NOVEMBER 27, 1964.

Signed for the Department of Wildlife Conservation Commission, State of Oklahoma.

JACK C. PARISH,
Chairman of the Commission.

Attest:

J. H. SANDEFER.

DECEMBER 7, 1964.

IZAAK WALTON LEAGUE OF AMERICA, INC.,
OKLAHOMA DIVISION,
Tulsa, Okla.

Senator MIKE MONRONEY,
Senate Office Building,
Washington, D.C.

DEAR SENATOR MONRONEY: Following is a resolution petitioning Oklahoma Members of Congress to initiate and support an appropriation of $40,000 for the creation of a cooperative fisheries research unit at Oklahoma State University:

"Whereas fishing has become an important part of the recreational and economic life of the people of Oklahoma; and

"Whereas management of public water resources and recreation is vitally important to Oklahoma; and

"Whereas, an agreement has been reached by Oklahoma State University, the University of Oklahoma, the Oklahoma Wildlife Conservation Commission, the U.S. Corps of Army Engineers, and the U.S. Fish and Wildlife Service for the establishment of a cooperative fisheries research unit at Oklahoma State University: Therefore, be it

"*Resolved by the Oklahoma Division of the Izaak Walton League of America, Inc., in quarterly meeting at Stillwater, Okla., this, the 17th day of January 1695,* That the division does hereby petition Oklahoma's representatives in the U.S. Congress to initiate and guide to fruition an appropriation of some $40,000 as an addition to the budget of the U.S. Fish and Wildlife Service for such a purpose."

JACK BEHM, *President.*

Attest:

CLARENCE MCCAWLEY,
Secretary-Treasurer.

DEPARTMENTAL STATEMENT

A cooperative fishery unit is needed in a southern Great Plains State, preferably Oklahoma, to provide training in fishery science and to conduct studies aimed toward improved management of the fishery resources. The Bureau of Sport Fisheries and Wildlife stocks thousands of ponds annually from its eight fish hatcheries located in Oklahoma, Texas, and Kansas. Information on species which will give better fishing in ponds and reservoirs of the southern Great Plains is needed, and can be obtained by Bureau biologists and graduate students working in the unit. New impoundments will be called on to provide a large part of the fishing in these States in the future. Studies in the field of water quality and pollution as related to aquatic habitats are also proposed for inclusion in the program.

Only limited facilities for training students are available in the southern Great Plains area, and Federal assistance is needed to improve the situation. The unit would be operated under a coordinating committee composed of representatives from the Bureau, the Oklahoma Wildlife Conservation Department, and the university designated to house the unit. The university selected would provide office and laboratory space, and the use of its facilities and services.

The funds required, $40,000, would provide approximately $22,500 for the salaries of the unit leader and the assistant leader; $8,500 for salaries and expenses of students; and $9,000 for general expenses, including technical equipment for laboratory and field work. Two additional permanent positions will be required to staff the unit.

COOPERATIVE FISHERY UNIT, IOWA STATE UNIVERSITY

LETTER FROM HON. B. B. HICKENLOOPER, A U.S. SENATOR FROM THE STATE OF IOWA

U.S. SENATE,
COMMITTEE OF FOREIGN RELATIONS,
February 19, 1965.

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

DEAR MR. CHAIRMAN: I am in receipt of communications from the Iowa State Conservation Commission and from Iowa State University at Ames, Iowa, asking my support and assistance in the establishment of a cooperative fishery unit at Iowa State University.

The university was among the first to make application for a cooperative fishery unit and they have had the full support of the Iowa Senators and Congressmen in this respect. The present unit at Iowa State is the Iowa State cooperative fishery research unit. This unit has been conducted since 1935 in cooperation with the Iowa State Conservation Commission. It has a splendid record in training fishery biologists (23 Ph. D.'s and 44 M.S.'s degrees since 1940; 23 graduates are now employed in the U.S. Fish and Wildlife Service).

The Iowa State cooperative fish research unit has had no direct support from the Bureau of Sport Fisheries and Wildlife. I believe that Iowa State University is in a position to strengthen the cooperative fishery unit program. In addition to the record in training fishery biologists, the Iowa cooperative wildlife research unit also at Iowa State University assists in training wildlife biologists and it is believed that both fishery and wildlife biologists are strengthened through research and class contracts. Furthermore, within the department of zoology and entomology, a number of active research programs are constantly being conducted which would contribute to strengthening the fisheries research program. The statistics department at Iowa State is also known for its programs in the biological fields. Bureau of Sport Fisheries and Wildlife personnel in the fishery unit could well work as liaison with the statistics laboratory in fishery problems. The university has recently established a graduate study area in water resources in which several departments cooperate and which will provide for opportunities for additional education and research in this field.

It would appear that the Bureau of Sport Fisheries and Wildlife would profit through the strengthening of its fisheries research program by establishment of a cooperative fishery unit at Iowa State University. I shall very much appreciate the consideration of the committee for an appropriation in this matter.

Yours sincerely,

B. B. HICKENLOOPER.

DEPARTMENTAL STATEMENT

Iowa State University and the Iowa State Conservation Commission have earnestly sought a cooperative fishery unit for that State since the program started in 1962. Funds have not been available to initiate the program. Iowa State has a long history of training successful fishery workers and is called upon to supply graduates for employment with State and Federal agencies not only in the Midwest but throughout much of the United States. Federal assistance is desired to make the program function more effectively.

Several new impoundments are being built within commuting distance from the university and information will be required on water conditions and fish populations for their successful management. Also, the Bureau and the State are interested in maintaining current information on the fisheries of the Missouri and Mississippi Rivers and other large streams within the State of Iowa.

The unit would be operated under the supervision of a coordinating committee composed of representatives of the three agencies named. The Bureau considers that a successful cooperative fishery unit could be established and operated at Iowa State University.

The funds required, $40,000, would provide approximately $22,500 for the salaries of the unit leader and the assistant leader; $8,500 for salaries and expenses of students; and $9,000 for general expenses, including technical equipment for laboratory and field work. Two additional permanent positions will be required to staff the unit.

COOPERATIVE FISHERY UNIT, UNIVERSITY OF HAWAII

LETTER FROM HON. DANIEL K. INOUYE, A U.S. SENATOR FROM THE STATE OF HAWAII

U.S. SENATE,
COMMITTEE ON ARMED SERVICES,
March 5, 1965.

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

DEAR MR. CHAIRMAN: I would like to bring the following matter to your attention. It is of vital concern to the State of Hawaii and its university that sufficient funds be authorized in the budget presently before you of the Department of the Interior to establish a cooperative fishery unit at the University of Hawaii.

The University of Hawaii, at Honolulu, is ideally situated to develop and conduct programs of sport fishery research and management in fresh waters and marine waters of the Central Pacific area. The university now provides the basic courses required for undergraduate training in the field of fishery biology as well as some graduate courses in the field. With the addition of a cooperative fishery unit, other courses would be added at the graduate level to give training in fishery management and related aspects of recreational fishing. The State of Hawaii Department of Land and Natural Resources, division of fish and game, has also indicated its interest in working with the university and the Bureau of Sport Fisheries and Wildlife in a cooperative program. A sport fishery unit at the university would complement the present programs of the Bureau of Commercial Fisheries and the university in oceanography and commercial fisheries but would not duplicate their efforts.

There are important fresh water fishery resources in the Hawaiian Islands upon which research is needed to develop new management techniques. Habitats are afforded for such species as trout, catfish, bass, sunfish, and tilapia. Many marine species of interest to anglers are found in the waters about Hawaii. Knowledge on life histories for many of these is incomplete.

The unit would emphasize the training of graduate students who would then be available for employment by the State, by Federal laboratories, and other agencies who have interests in the fisheries in this portion of the Pacific. Since the Federal Government is the largest employer of fishery scientists in this area, it has a responsibility to contribute substantially to their training.

The cooperative fishery unit would operate under an agreement entered into by the university, the State, and the Bureau. A coordinating committee composed of representatives of these agencies would direct the program and activities of the unit. The university would provide offices and laboratories, use of its libraries and other facilities, and secretarial services. The State division of fish and game would make a contribution in funds to support the training of graduate students. The Bureau of Sports Fisheries and Wildlife would provide the services of a unit leader and assistant leader trained and experienced in the fields of fishery research and management. Federal funds required to support the unit are $50,000 annually. In addition to salaries, the Bureau's contribution will pay for costs of transportation, equipment, travel, and other expenses related to the operation of the unit.

I respectfully request inclusion of the sum of $50,000 for establishment of a fishery research unit at the University of Hawaii in the fiscal year 1966 budget of the Department of the Interior.

Sincerely,

DANIEL K. INOUYE, *U.S. Senator.*

DEPARTMENTAL STATEMENT

The University of Hawaii has requested the Bureau of Sport Fisheries and Wildlife to cooperate with it in the establishment and operation of a cooperative fishery unit. The proposal has the support of the Hawaii Department of Land and Natural Resources through its Division of Fish and Game. The Bureau has indicated the desirability of having a sport fishery unit in Hawaii in its planning for the future.

The university now has excellent departments of zoology and oceanography and provides basic training in the biological sciences. Graduate level courses are offered in some subjects but Federal support is desired so that training can be offered in the fields of fishery management and recreational fisheries. Since the Federal Government is the largest employer of fishery biologists in this area, it should contribute to their training.

There is a tremendous potential for the development of recreational fishing in the reef and inshore areas about the Hawaiian Islands and in the fresh waters of those islands. Life histories of many of the reef fishes of interest to sport fishermen are not well known and methods of fishing for them should be explored. Studies of fish distribution and movements, and environmental relationships are required for full utilization of the resource. Information is needed on the management of such species as trout, catfish, bass, other sunfishes and tilapia which inhabit fresh water areas. The development of a recreational fishery for the benefit of resident Hawaiians and as a tourist attraction would add greatly to the economy of the islands.

The university would provide laboratories, offices, use of other facilities, and stenographic help needed to support the unit. The university has strong drawing power for graduate students who would like to live and work in the central Pacific area.

The Hawaii Division of Fish and Game would also give its support to the unit by contributing funds and use of its facilities. The Bureau would employ the unit leader and assistant leader who would teach courses in fishery management and aquatic ecology. They would conduct research on special subjects and guide students interested in careers in fishery science.

To support such a program, an annual and continuing appropriation of $50,000 is required. This is $10,000 more than the amount provided units serving inland States but is needed to meet higher costs of marine studies, which require special equipment, fishery gear, and sometimes extended travel. The sum indicated would support five or six graduate students annually, which is considered a normal complement for a fishery unit. In addition to salaries, the Federal funds would pay for equipment, supplies, travel, and other costs related to the operation of the unit.

FISHERY MANAGEMENT PROJECT, VERMONT

LETTER FROM HON. GEORGE D. AIKEN, A U.S. SENATOR FROM THE STATE OF VERMONT

U.S. SENATE,
COMMITTEE ON AGRICULTURE AND FORESTRY,
February 23, 1965.

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

DEAR CARL: The Honorable Philip H. Hoff, Governor of Vermont, has written me the enclosed letter in support of an appropriation of about $40,000 to finance a fishery management project in the upper Connecticut River Basin.

You will note that this proposal has strong support from the States of New Hampshire and Vermont.

On behalf of the State of Vermont I request that this proposal be given thorough consideration by your subcommittee.

Sincerely yours,

GEORGE D. AIKEN.

LETTER FROM HON. PHILIP H. HOFF, GOVERNOR, STATE OF VERMONT

FEBRUARY 23, 1965.

Senator GEORGE D. AIKEN,
Old Senate Office Building,
Washington, D.C.

DEAR SENATOR AIKEN: This will confirm the immediate need for a U.S. Fish and Wildlife Service fishery management project in the upper Connecticut River Basin.

It is my understanding that the Vermont Fish and Game Department, the regional and Washington offices of the Fish and Wildlife Service, and the Governor's representatives to the Connecticut River Basin from Vermont and New Hampshire are in complete agreement as to the need.

I intend to contact Governor King, of New Hampshire, later on this week and request his active assistance.

Certainly I concur that this should receive immediate attention. A major thrust of Federal and State resource planning is in the direction of water-based resource development. Stepped-up programs in the area of pollution control, river basin development, and FPC license renewals are examples.

Certainly, such programs and activities need to be based on sound knowledge. Our present information of fishery resources, a primary recreational purpose of much development, is woefully inadequate.

The main Connecticut River, being interstate waters and largely privately developed, has not received the emphasis it warrants from either State. Much basic work concerning utilization throughout the basin, stream ecology, and management techniques such as type and suitability of stocking, streamflow regulation for desirable fisheries, etc., need to be initiated now to provide a base for latter planning decisions.

Some of this work should and will be done by the individual States. There is, however, a distinct area of Federal interest and areas where the State departments lack the essential expertise.

It is my understanding that this office would require $40,000 per annum. It is further understood that Interior would favor this project, but cannot initiate the proposal because of executive department manpower ceilings.

Thank you for your assistance on this project.

Sincerely,

PHILIP H. HOFF,
Governor, State of Vermont.

DEPARTMENTAL STATEMENT

The State of Vermont, acting through its Gov. Philip H. Hoff and the fish and game board, has requested the Bureau of Sport Fisheries and Wildlife to enter into a cooperative program for the development and management of sport fishery resources. The project would be headquartered in Vermont and serve federally administered areas and interstate waters including the Connecticut River. Technical assistance would be provided to the land and water managing agencies so that effective programs can be instituted looking toward the improvement of recreational fishing for the benefit of the public. The fieldwork required is considered beyond the financial means and capabilities of the State agency.

A fishery management project in Vermont would engage in the following activities:

1. Carry on field studies to determine the present status of fishery resources in the Connecticut River Basin and their potential for development. These studies would emphasize the upper river in Vermont and New Hampshire but would extend to the lower river also. Recreational fishing for the American shad, trout, and other species is involved.

2. Carry on a cooperative survey and management program on streams of the Green Mountain National Forest. Although some preliminary work has been done it has not been possible to gather the technical information needed for their most effective stocking and management of these streams.

3. The project would also provide technical guidance to other Federal and States areas which have sport fishing potential. The project will also be concerned with the allocation of fish from the national fish hatcheries located in Vermont and adjoining States so as to obtain the maximum benefit to sport fishing. Field programs of this nature will be carried out in cooperation with the State.

The project will be staffed by two full-time fishery biologists with additional temporary help during the summer season. In addition to paying salary costs, the funds requested will permit purchase of necessary field equipment including motor vehicles, boats, net, supplies, and operating expenses of the program.

OKEFENOKEE NATIONAL WILDLIFE REFUGE

LETTER FROM SENATOR RICHARD B. RUSSELL TO HON. STEWART L. UDALL, SECRETARY OF THE INTERIOR

WINDER, GA., *August 26, 1964.*

Hon. STEWART L. UDALL,
Secretary of the Interior,
Washington, D.C.

DEAR SIR: Permit me to acknowledge and thank you for your comprehensive letter, as to the plans for utilization and maintenance of the Okefenokee Swamp, written to define the position of the Department with respect to the proposal by the Georgia Legislature that a bridge be constructed over the swamp.

I note that you state that there could be an improvement of the economy and the availability of the area if the Bureau of Sport Fisheries and Wildlife had more funds for expanding and improving facilities for visitors at the Camp Cornelia location and the Stephen Foster State Park, as well as to clean out existing canals and trails.

I will appreciate it very much if you will have the appropriate assistant advise me as to how much money would be required for these improvements, together with a rough sketch of the park showing where they will be located in order that I may consider securing appropriations for this purpose in the next appropriation bill for the Department of the Interior.

With assurances of esteem, I am,

Sincerely,

RICHARD B. RUSSELL.

LETTER FROM ASSISTANT SECRETARY OF THE INTERIOR FRANK P. BRIGGS TO SENATOR RUSSELL

DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., October 7, 1964.

Hon. RICHARD B. RUSSELL,
U.S. Senate,
Washington, D.C.

DEAR SENATOR RUSSELL: This is in further reply to your letter of August 26, previously acknowledged on September 10, concerning the proposed road through the Okefenokee National Wildlife Refuge in Georgia.

In 1962 we requested the National Park Service to make a study and develop preliminary plans and recommendations for recreational development of the Okefenokee National Wildlife Refuge. Enclosed is a copy of this plan which provides the basic information upon which our preliminary cost estimates are based. Also enclosed is a map showing the location of boat trails which must either be improved or constructed to permit visitor and fisherman use of the interior portions of the refuge.

The total estimated cost of development is $1,087,000. We are pleased to provide you with a detailed breakdown of the facilities planned for both the Camp Cornelia and Stephen C. Foster Park areas on the enclosed sheets.

The above estimate represents only a fraction of the cost which would be required to build a road across the refuge as has been suggested in a resolution adopted by the Georgia House of Representatives. With the road in place, it

would still be necessary to develop the recreational facilities proposed before visitors could enjoy and use the refuge for sightseeing, fishing, and other recreational uses. We are of the opinion, which is supported by the National Park Service study, that once these facilities are in place, the number of people visiting the refuge will greatly increase. This, in turn, will substantially improve the economy of the local area.

Your interest in the expansion and improvement of facilities for visitors at the Okefenokee refuge is appreciated.

Sincerely yours,

FRANK P. BRIGGS,
Assistant Secretary of the Interior.

Proposed items and estimated cost of recreational facilities for the west side of Okefenokee Refuge (Stephen C. Foster State Park)

Item	Estimated cost
1. Boat basin, docks, etc	$25,000
2. Storage building for marine supplies, etc	10,000
3. Parking areas	20,000
4. Picnic shelters, 4 each, at $12,000	48,000
5. Concession building	20,000
6. Utility building	20,000
7. Nature center	125,000
8. Nature trail	10,000
9. Canals, canal improvement to serve Stephen Foster area—50 miles, at $2,000 per mile	100,000
10. Boy Scout camping area improvement on Billy's Island	20,000
11. Sewage disposal unit and oxidation pond	30,000
12. Water supply and distribution system	25,000
13. Telephone line	10,000
14. Garbage disposal unit	10,000
15. Restrooms	20,000
16. Superintendent's residence	20,000
17. Landscaping	15,000
18. Observation tower	10,000
Total	538,000

Proposed items and estimated cost of recreational facilities for the east side of Okefenokee refuge (Camp Cornelia)

Item	Estimated cost
1. Boathouse, relocate and improve canal	$25,000
2. Picnic shelter and utility building	25,000
3. Bridge and nature trail	10,000
4. Concession building	20,000
5. Boat slip, docks, and boat-launching ramp	30,000
6. Parking areas	10,000
7. Fish-cleaning shelter	5,000
8. Landscaping	4,000
9. Boat canal construction and improvement to serve Camp Cornelia area, 50 miles at $2,000 per mile	100,000
10. Restrooms, sewage disposal, and water supply systems	20,000
11. Visitors center complex as shown on drawing 1207 in Park Service plan	300,000
Total	549,000

DEPARTMENTAL STATEMENT

Recreational facility development is planned as a two-phase program. The first phase would be the development of a complete unit at Camp Cornelia on the east side of the refuge as follows:

Project:	*Estimated cost*
Boat canal construction and improvement to serve Camp Cornelia	$28,000
Restroom, water supply, and sewage disposal	20,000
Relocate boathouse	15,000
Picnic shelter and utility building	20,000
Bridge and nature trail	8,000
Concession building	20,000
Boat slip, dock, and launching ramp	20,000
Parking area	10,000
Fish-cleaning shelter	5,000
Landscaping	4,000
Total 1st phase	150,000

The second phase will consist of the construction of a visitor center complex on the east side of the refuge at an estimated cost of $200,000.

Future phases of development would be scheduled for implementation upon completion of the Okefenokee refuge master development plan. Included would be the development of recreational facilities on the west side of the refuge, the construction of a refuge headquarters complex, and further development of water facilities.

PREDATORY ANIMAL AND RODENT CONTROL

LETTER FROM HON. HOWARD W. CANNON, A U.S. SENATOR FROM THE STATE OF NEVADA

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
February 19, 1965.

HON. CARL HAYDEN,
Chairman, Committee on Appropriations,
New Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: The Predatory Animal and Rodent Control Committee of Nevada has protested Department of Interior plans to reduce by 15 percent its expenditures in Nevada for control of predatory animals and injurious rodents.

I support this protest because recent developments in Nevada illustrate that far from being reduced, the program must, at the very least, be maintained, and should be capable of rapid expansion. In recent years, rabies has been discovered in bats and gray fox, and it is feared that the disease could be spread to coyotes. Such a possibility affects not only livestock and ranch interests, but the interests and welfare of the public.

Restoration of the proposed $23,000, I am convinced, would pay great dividends and is clearly in the public interest. I urge you to give our protests every consideration when the committee begins its examination of the requested expenditures of the Bureau of Sport Fisheries and Wildlife, and would appreciate your making this letter and the attached resolution of the Nevada Predatory Animal and Rodent Control Committee a part of the official hearing record.

With best wishes, I am,
Sincerely,

HOWARD W. CANNON.

RESOLUTION OF THE PREDATORY ANIMAL AND RODENT CONTROL COMMITTEE, STATE OF NEVADA

Whereas the predator and rodent management program in Nevada is a cooperative venture between State and Federal agencies and livestock organizations for the purpose of controlling predatory animals and injurious rodents to reduce or assist in preventing incidents of damage to domestic livestock, poultry, game animals and birds, agriculture, horticulture, and rangelands; and

Whereas predatory animals have been present in record high numbers during the past 4 years with resulting high losses to livestock and game animals; and

Whereas rodent damage to cultivated crops and range reseeding projects is increasing with the expansion of these practices; and

Whereas the threat of rabies and other diseases transmitted to domestic animals and man by predators and other forms of wildlife; and

Whereas public recreation areas are threatened with contamination by this exposure to those diseases; and

Whereas the various State organizations (Nevada Predatory Animal and Rodent Control Committee, Nevada Fish and Game Commission, Nevada Woolgrowers Predatory Animal Control Committee, and five Nevada grazing board districts) are supporting this and similar programs by direct assessment methods to provide funds for implementation and study; and

Whereas the Federal portion of the program is only 35 percent of the total budget while Federal land ownership in Nevada is 86 percent: Therefore be it

Resolved on this 4th day of February 1965, by unanimous consent of the Nevada Predatory Animal Control Committee, prescribed by Nevada statutes and consisting of one member each from the State board of fish and game commissioners, the State board of sheep commissioners, the State board of health, the State board of agriculture, and the Nevada Farm Bureau, That the proposed fiscal year 1966 reduction in Federal fund allocation of $23,000 (15 percent of fiscal year 1965 budget) for operation of the Nevada program be restored.

WAYNE E. KIRCH, *Chairman.*

STATEMENT OF HON. HOWARD W. CANNON, A U.S. SENATOR FROM THE STATE OF NEVADA

Mr. Chairman, I am most appreciative of the opportunity to appear before the subcommittee today to testify on certain budget requests by the Bureau of Sport Fisheries and Wildlife.

I have no intention of belaboring the subcommittee with a long and involved statement outlining in great detail the vital and necessary work of the Bureau.

I must, however, discuss one aspect of the Bureau's budget which is particularly important to Nevada and all of the West.

This program deals with the control of predatory animals and injurious rodents.

While every Member of Congress is well aware of the economy calls of the administration—and supports the overall objectives of the executive branch—it is demanded that each and every anticipated reduction be examined carefully to determine if the spending request is adequate to meet the needs of the public.

I was very disappointed, therefore, to note that the Bureau plans to reduce expenditures for predatory animals and injurious rodent control from $2.73 million in fiscal 1965 to $2.38 million next fiscal year. This is a reduction of $350,000, or about 13 percent.

I know that members of this subcommittee and the full committee are accustomed to dealing in millions and billions of dollars, but a careful examination on the effects of such a cut in funds for Nevada and the West will reveal that the planned reduction may well amount to losses in millions of dollars over a short period of time, especially if low levels of spending or additional cuts become a matter of policy during the next few years.

The Department of Interior plans to cut funds for predatory animal control in Nevada from $151,000 to $128,000, a reduction of $23,000, or 15 percent.

Last year alone, sheepmen in Nevada lost 28,615 mature ewes and lambs to predators. During the last 5 years, losses incurred by sheepmen to predators totaled $2,932,000. I am advised that producers in other States have been equally hard hit by predators.

Sheepmen, of course, are not alone in suffering loss from predator depredation. I am advised by officials in Nevada that in spite of the general predators program carried on in the State, the Fish and Wildlife Service responded to calls from 45 Nevada cattlemen who were suffering losses last year.

These losses, Mr. Chairman, represent a personal financial loss to the individual producer, of course, and often mean the difference between profit and loss. They also deprive government in every level of revenue which would be paid in the form of taxes.

In addition to the financial injury to producer, the danger of predators has revealed another ugly face.

The Predatory Animal & Rodent Control Committee of Nevada has advised me that one of the new demands in the program in recent years has been occasioned by the discovery of rabies in bats and gray fox. If the disease should

spread to coyotes—and if the coyote population is allowed to increase—the danger to the general public is apparent. In the words of the Nevada committee: "Just one human fatality to this dread disease would be tragic in face of a cut in this appropriation * * *."

In view of these facts and figures, I must ask if this is economy.

I must ask if a cut in the program is in the best interests of livestock producers and the general public.

I think it is evident that the answer is "No." Funding for this vital and worthwhile program should be retained at its present level and be capable of rapid extension.

The purpose of the program is for State and Federal agencies and livestock organizations to cooperate to reduce or assist in preventing incidents of damage to domestic livestock, poultry, game animals and birds, agriculture, horticulture, and rangelands.

The program in my State is supported by the Nevada Predatory Animal & Rodent Control Committee, Nevada Facility Game Commission, Nevada Wool Growers Predatory Animal Control Committee, and five Nevada grazing board districts by direct-assessment methods to provide funds for implementation and study.

These groups pay 65 percent of the cost of predatory control in Nevada, a State whose Federal landownership is more than 86 percent and where predatory animals have been present in record high numbers during the past 4 years, with resulting high losses to livestock and game animals.

I am convinced, Mr. Chairman, that Nevada's experience is hardly unique.

I am sure that other Western States are experiencing similar problems.

Livestock producers were most adversely effected in past years by ever-increasing imports of beef, veal, lamb, and mutton. The Congress, in its wisdom last year, took some long-overdue steps to relieve this problem.

We should continue to respond to the needs of this vast segment of the western economy, and I can think of no better way than to restore the funds for predatory control so the stockmen will not suffer increased losses.

The funds for this program will be cut in every State, although I am sure that most Western States are experiencing at least the same level of predatory activity, or, like Navada an increase.

On February 17, I protested the planned cuts to Secretary Udall and asked for the reasons for the reduction. I was told that the cuts were for "economy" and "manpower utilization."

I submit, Mr. Chairman, that the planned slashes are not economic. I submit that if allowed, they will result in increased losses to livestock producers, governmental units, and, possibly, in danger to the public.

I hope the subcommittee will carefully study this false "economy" move and restore the program to at least its fiscal 1965 level.

Mr. Chairman, I have received a telegram from Mr. John Carpenter, president of the Nevada Wool Growers Association, outlining the organization's position on this matter and would appreciate it being made part of the official record.

ELY, NEV.

Hon. Senator HOWARD CANNON,
Washington, D.C.

DEAR SIR: We are very much concerned over the proposed cut of the appropriations for predatory animal control work.

The sheepmen in Nevada suffered approximately $600,000 loss last year and approximately $3 million loss in the past 5 years from predators.

Of all the mature sheep and lambs in Nevada, we lost 28,615 head last year for 14.747 percent of the sheep population. Coyotes accounted for 12.08 percent of this loss.

Nevada is a large State with a lot of our lands suitable only for sheep. If the predatory program is cut back the State will suffer a loss from the revenue of sheep.

We have a very good cooperative program between the Nevada Wool Growers Association, predatory control people, Nevada Fish and Game, Bureau of Land Management boards, sportsmen's groups, and the State of Nevada.

We tax our members 20 cents per head to raise funds for this program.

There were 45 cattlemen who suffered losses last year and requested help from the predatory control program.

The rabies outbreak within Nevada is at a minimum, due to the splendid control program we have in Nevada.

We would appreciate you appearing before the Senate hearing on appropriations for predatory animal control work on Tuesday, March 9 and read the contents of this wire into the hearing records.

JOHN CARPENTER,
President, Nevada, Wool Growers Association.

LETTER FROM HON. MILWARD L. SIMPSON, A U.S. SENATOR FROM THE STATE OF WYOMING

U.S. SENATE,
COMMITTEE ON INTERIOR AND INSULAR AFFAIRS,
February 12, 1965.

Hon. CARL HAYDEN,
Chairman, Appropriations Subcommittee on Interior and Insular Affairs, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: Enclosed you will find a copy of a telegram from the Wyoming Wool Growers Association objecting to the proposed cut in the funds to be appropriated for the U.S. Fish and Wildlife Service.

In my judgment, this states a reasonable and justifiable position, and I am confident your committee will give it full consideration.

With best regards, I am,

Sincerely Yours,

MILWARD L. SIMPSON, *U.S. Senator.*

CASPER, WYO., *February 10, 1965.*

Senator MILWARD SIMPSON,
Senate Office Building, Washington, D.C.

The 1966 proposed U.S. Fish and Wildlife budget for predator and rodent control in Wyoming has been slashed by $23,000. Urge that you seek reinstatement to $131,000. Proposed reduction will eliminate some 60 man-hours of trappers. Coyotes are causing serious loss of sheep now. With trappers reduced some growers would be forced out of business.

M. JOSEPH BURKE,
President, Wyoming Wool Growers Association.

STATEMENT OF HON. MILWARD L. SIMPSON, A U.S. SENATOR FROM THE STATE OF WYOMING

Mr. Chairman, I appreciate the opportunity of submitting a statement to your subcommittee on a matter of extreme importance to the State of Wyoming.

I speak of the proposed cut of $23,000 in the budget for the Wyoming branch of the Predator and Rodent Control Department of the U.S. Sport Fisheries and Wildlife for the fiscal year 1966.

Wyoming is the second largest wool-producing State in the Nation, with an annual production of approximately 22 million pounds. Wyoming's sheep industry contributes 20 percent of Wyoming's total agricultural income. When the $33 million income from this industry is used to purchase goods and services, the total impact on Wyoming's economy is $75.9 million.

A large portion of the tax money needed to support Wyoming's local, county, and State governments and schools comes from the income derived from the sheep industry. Therefore, it is very important to keep Wyoming's sheep industry in a strong position. This position of strength can only be attained if the products, wool and lamb, are produced and sold.

One of the major factors governing the amount of wool and lamb products to be sold is the adequate control of predators, coyotes specifically. A recent survey of sheep losses due to predatory animals was conducted by the Wyoming Wool Growers Association. The results are a 2.3-percent loss, which translates into a loss of 38,265 head, valued at $765,000. Many oldtime, expert sheepmen estimate that before an effective control program was implemented predator losses ranged up to 10 percent. With the cost-price squeeze the sheep industry is now experiencing, no sheep outfit could survive with that large a loss.

The Predator Animal and Rodent Control Branch of the U.S. Fish and Wildlife Service in Wyoming and the wool growers of Wyoming have worked

hard to provide adequate control of sheep killing by coyotes. Funds for this cooperative program have been derived from Federal appropriations, the Wyoming Game and Fish Commission, county commissioners, and the sheepmen of Wyoming. For the fiscal year ending June 1964, these funds totaled $344,984.

The recently completed Leopold Committee report states: "In those localities where sheep are a major commodity, there is still definite need for control of the coyote population." It's a strengthening of the predatory animal control program that is needed, and heaven help the sheepmen if any facet of the program is weakened.

Should the budget to the Wyoming branch of the Predator and Rodent Control Department of the U.S. Sport Fisheries and Wildlife be cut as proposed, it is conceivable that the loss of sheep to predatory animals would at least double. In my view, the spending of $23,000 to insure a saving to our sheep and wool industries of $765,000 makes good sense.

I respectfully request that this subcommittee give serious consideration to restoring $23,000 in the budget for the Wyoming branch of the Predator and Rodent Control Department and allowing at least the same amount appropriated for fiscal year 1965—$131,000.

STATEMENT OF COLORADO WOOL GROWERS ASSOCIATION BY CLARENCE QUINLAN, PRESIDENT

It has been proposed that Federal appropriations for predator and rodent control activities under the Department of the Interior, Bureau of Sports, Fisheries, and Wildlife be reduced by $350,000. The Colorado sheep industry is strongly opposed to this cut and urge the Appropriations Committee of Congress to continue appropriations at a level no lower than that of the 1965 fiscal year.

It appears most obvious from the manner in which the proposed reductions were made that this is a direct blow at the sheep industry of the United States. In Colorado we cannot but feel that it is the result of unrealistic thinking and tremendous pressures brought on the Department of the Interior by certain groups who purport to be conservationists and wildlife lovers. Specifically, in Colorado the proposed $22,000 cut would result in either a loss of 6.7 percent of the field activity on predator and rodent control, or would require the sheep industry to increase the already heavy financial support of this work through additional assessments. More than half of the total predator program cost in Coloraod is paid by sheepmen.

It is a recognized fact that there is today less actual predator control work being conducted in most of the Western States than was the case 10 or 15 years ago. This situation has occurred because of the continually rising costs of operation of PARC through increased salaries, higher costs of supplies, etc. Therefore, to take an additional cut at a time when the majority of the sheepmen of this State are suffering higher losses than they did 5 to 8 years ago, is a very serious blow.

It should also be pointed out to the committee that no reduction was proposed at the supervisory level. The result is an almost 2-percent increase from 12.9 percent to a proposed 14.8 percent of the Federal appropriations allocated for supervision. We find this entirely unjustifiable at a time when fieldwork is inadequate.

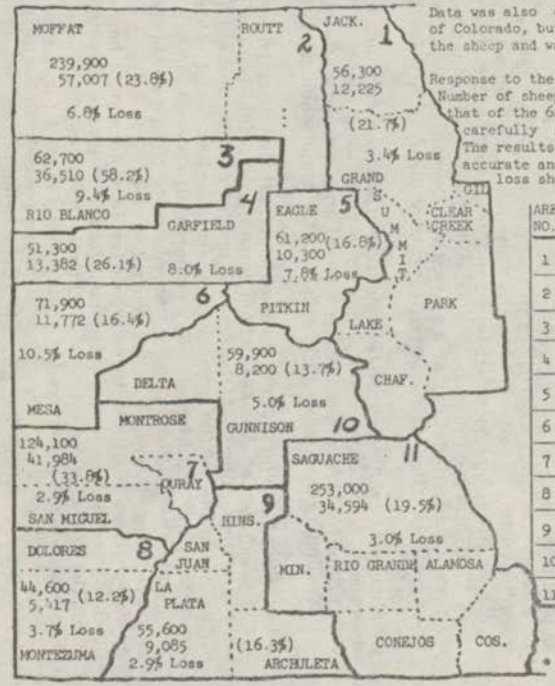
Further, the cuts which approximate 15 percent are directed at those States (with the exception of Alaska) which have substantial sheep population and therefore are operating predator control programs. It seems a paradox that these cuts are made in the areas where State, private, and other cooperative funds generally are the highest. For example, in Colorado under the proposed cut, funds other than Federal would supply more than two-thirds of the total expenditures for predator and rodent control work.

That sheep losses continue to be excessive in Colorado is borne out by the appended copy of a loss survey conducted by the Colorado Wool Growers Association in the fall of 1964. It seems entirely probable that most sheepmen in Colorado would have gladly traded their profit for 1964 for the losses they suffered to predators. Most certainly if it were possible to conduct an adequate predator control program in Colorado, there would be a substantial increase in the amount of local, State, and Federal taxes the sheep industry would pay.

We therefore urgently request that serious consideration be given to an increase rather than a reduction in appropriations, particularly in the Western States where predator control is a larger function and of substantial importance to the economy of the States involved.

PREDATOR LOSS SURVEY 63/64

Top Figure in area is TOTAL STOCK SHEEP
Second Figure is SHEEP REPORTED IN SURVEY
(%) is % STOCK SHEEP REPORTED.



The data expressed on the map and the chart is the result of a survey conducted by the COLORADO WOOL GROWERS ASSN. for the second year. The survey covers the time from October 1963 through September 1964.

Data was also collected for the eastern half of Colorado, but replies covered only 5.5% of the sheep and was not considered reliable.

Response to the 1963/64 survey was excellent. Number of sheep reported was more than twice that of the 62/63 survey. Replies were very carefully studied; many were discarded. The results here expressed are considered accurate and entirely reliable. Economic loss shown is staggering.

Projection of the 5.8% loss over the 1,080,500 head of sheep in the area of the map would indicate loss totaling 62,669 head with a value (USDA data) of $1,077,907. East slope losses would add $140,000.

COYOTES were the big killer, responsible for 68.3% of total loss, or 9,527 head. BOBCATS killed 10.8% or 1,503 head of sheep. BEAR were named for 1,447 head or 10.4% of the total. DOGS killed 6.2% or 871 head. EAGLES were responsible for 372 head or 2.7% of all losses. COUGAR killed 241 head or 1.7%. FOX were credited for 70 head of young lambs, and several sheep owners believe that, in some areas, FOX may be important killers of young lambs.

Overall losses are down 0.9% from last year.

AREA NO.	TOTAL STOCK SHEEP	SHEEP REPORTED IN SURV.	% OF TOTAL	LOSSES FROM COYOTE	BEAR	CATS	LION	EAGLE	DOG	TOTAL	% LOSS
1	56,300	12,225	21.7%	318	74	11	0	7	11	421	3.4%
2	239,900	57,007	23.8%	3,076	217	347	52	75	51	*3,868	6.8%
3	62,700	36,510	58.2%	2,654	147	406	120	42	62	3,431	9.4%
4	51,300	13,382	26.1%	615	94	227	16	67	47	1,066	8.0%
5	61,200	10,300	16.8%	498	45	155	19	34	51	807	7.8%
6	71,900	11,772	16.4%	724	302	82	12	80	35	1,235	10.5%
7	124,100	41,984	33.8%	700	258	90	0	11	175	1,234	2.9%
8	44,600	5,417	12.2%	123	58	11	0	0	6	198	3.7%
9	55,600	9,085	16.3%	122	52	49	2	10	32	267	2.9%
10	59,900	8,200	13.7%	124	103	116	20	0	49	412	5.0%
11	253,000	34,594	13.7%	573	97	9	0	46	325	1,050	3.0%
	1,080,500	240,476	22.2%	9,527	1,447	1,503	241	372	864	13,954	5.8%

* Includes 70 killed by Fox

The results of the 1963–64 predator loss survey shown in the above illustration is an excellent example of what good cooperation can do. In the 1962–63 survey we received usable replies covering less than 99,000 head of sheep. This year the replies covered over 240,000 head of sheep.

The Rio Blanco Wool Growers Association is particularly to be complimented because they managed to turn in a reply covering nearly 60 percent of all of the sheep in the area. The Western Slope and San Miguel Associations also came up with an excellent return, with over a third of the sheep reported. The San Luis Valley and the southwest corner of the State increased their replies materially over last year.

This information will undoubtedly become a primary important factor in the development of predator control policies in the coming few years. You are all aware of the implications expressed in the Leopold report and what a certain interpretation of the recommendations in the Leopold report could mean to the sheep industry.

It is our considered opinion that much of the Leopold report is very sound and potentially extremely useful to the sheep industry. By the same token, "bookish" interpretation of this report could cost the sheep industry millions of dollars.

We urge that every sheepman in the State study this report and become thoroughly familiar with it. Second, we urge that an even more careful job of keeping track of losses be done and that every sheepman be prepared to immediately answer the predator loss survey questionnaire when it is mailed out in September of 1965.

The officers of the Colorado Wool Growers Association can take reliable, adequate information of this nature and use it effectively in the interests of the sheep industry. Without this kind of information, they are helpless.

The National Lamb Feeders Association will gather for their 14th Annual Convention at the Brown Palace Hotel in Denver on December 2, 3, and 4.

One of the high points of this coming convention will be the State finals of the "Make It Yourself With Wool" contest. Judging will start on Thursday, December 3, at 10 a.m. and will conclude with a style review and award presentation at 8 p.m. that evening.

It would appear that lamb feeders have put together an excellent program. On December 3, which is the real beginning of the convention proper, they will have their usual excellent panel which covers the lambs on feed and the feed situation around the country. On the 4th the market situation will be explored through a panel. Yield and cutout values will be discussed through a panel and resolutions will be drafted. Every lamb feeder in the area should make it a point to attend.

STATEMENT OF MARY HAZELL HARRIS, EXECUTIVE SECRETARY, DEFENDERS OF WILDLIFE

Hon. CARL HAYDEN,

Chairman, Senate Subcommittee on Appropriations for Department of the Interior and Related Agencies:

The Defenders of Wildlife is a national, private, nonprofit conservation education organization founded over 40 years ago, with headquarters in Washington, D.C.

Our organization is urging that millions of tax dollars be saved by a sharp curtailment and a phasing out of the funds appropriated for "predator control" activities under the Bureau of Sport Fisheries and Wildlife.

Voices of experienced farmers, ranchmen, naturalists, biologists, and other conservationists are protesting with renewed vigor this eradiction of our indispensable wildlife. The widespread consensus is that the activities of the Federal predator control agents are largely harmful and unnecessary; that controls could be handled far better and far more economically by State and local people.

The States of Missouri and Kansas, and others, refusing to admit Federal mammal control agents to work in the State, operate an economical and efficient system of their own, by aiding and instructing the individual to trap any predator found damaging private property.

The activities of the Predator Control Branch, Bureau of Sport Fisheries and Wildlife are increasingly expensive, destructive, and detrimental to the out of doors. The extensive and indiscriminate trapping and poisoning of "predators," including coyotes, bobcats, foxes, badgers, skunks, and other species, by over 600 Federal mammal control agents, removes the natural checks and balances for curtailing the buildup of rodents, rabbits, and insects. Eventually this may be followed by the spreading of more poisons over the land for the exploding rodent populations in the absence of their natural predators.

Thus, the well-being of the entire wildlife community of ecosystems, and in turn, the health of the land and human welfare are jeopardized.

Secretary Udall has labeled the abuse of our public range as "a national disgrace." Predator control is an integral part of this land abuse.

At the people's expense also, Government agencies persistently propagandize the people, in spite of scientific evidence to the contrary, that the killing of predators on a large scale is an economic necessity.

In the increasing number of areas where this propaganda is no longer effective, the threat of rabies is played up extensively and usually successfully by Federal agents, thus again securing approval for expensive and indiscriminate destruction of wildlife. Relative to rabies, I should like to quote here from Dr. E. Raymond Hall's comments at the annual meeting of the National Audubon Society, November 12, 1962.

"Rabies deserves some comment. It is caused by an organism that lives in mammals. So far as I know, every kind of mammal is susceptible. When a person contracted rabies in the old days, it was thought always to be fatal. Even after the Pasteur treatment was developed the disease continued to be especially dreaded. Treatment in the past few years has been greatly improved and simplified. Consequently treatment is of only slight inconvenience and rabies as a disease of man is much less important than formerly. So far as I can learn, only five persons died of rabies last year in all of the United States. They were individuals unable through lack of knowledge, or unwilling, to take inoculations. Nevetheless, the image of rabies in the popular mind is such that it can be used to frighten most persons. Today, it is being used in that fashion; the dangers are being overemphasized as an excuse for initiating expensive and extensive control campaigns against mammals. The State of Virginia furnishes a case in point where, naturally enough, some red foxes have been reported as rabid.

"Dr. Allen has told you that disease ordinarily appears in a dense population of mammals after environmental conditions have changed to such a degree that the natural food supply, perhaps rodents, has declined, or after some other environmental factor has changed in a fashion that is less favorable to the dense population than formerly was the case. Rabies is one of those diseases. In a population of carnivores, say, red foxes, that is at or near maximum numbers, a disease once started may drastically reduce the population in a short time because of the ease with which the organism that causes the disease can be transmitted from one fox to another. Some individuals may develop an immunity; anyhow, the disease locally subsides. If artificial means of reducing the fox population be employed, the disease seems to be prolonged; it spreads, but less rapidly, presumably because of the decreased density of the fox population, and the disease may continue into the next year and the next and the next."

The philosophy of "kill everything possible" and the encouraged competitive spirit of "make a score," obviously still motivates much of this program, and appears to be even worsening in spite of the publication March 1964, of the report of Secretary Udall's Advisory Board on Wildlife Management, "Predator and Rodent Control in the United States." This report states:

"But the program of animal control, under the Branch of Predator and Rodent Control, has become an end in itself and no longer is a balanced component of an overall scheme of wildlife husbandry and management.

"In the opinion of this Board, far more animals are being killed than would be required for effective protection of livestock, agricultural crops, wildland resources, and human health.

"Instead, the Branch of Predator and Rodent Control has developed into a semiautonomous bureaucracy whose function, in many localities, bears scant relationship to real need and less still to scientific management."

With all the evidence now available evidencing the wasteful and harmful programs perpetuated under the Branch of Predator and Rodent Control, Bureau of Sport Fisheries and Wildlife, it would appear a justifiable request that the Appropriations Committees reduce the appropriations for these operations not to exceed $105,000 for the fiscal year currently under consideration. This is the figure Representative Dingell, with his significant knowledge of the situation, the elements involved, and the temper of the people demanding reformation, has authorized in H.R. 4159.

With the Appropriations Committees leading the way, Secretary Udall may feel in a more advantageous position to follow the voice of the enlightened majority now becoming more audible and demanding, supporting Mr. Dingell's H.R. 4159.

Mr. Chairman, I would like to include for printing in this record an extremely important report now receiving wide distribution and acclaim, "The Federal Program of Predator Control in the United States" by H. Charles Laun. [Not printed.]

Thank you for this opportunity to express our views.

SUBCOMMITTEE ADJOURNMENT

Senator BIBLE. The subcommittee will adjourn until 10 a.m., Wednesday, March 3, 1965, for the purpose of hearing the Smithsonian Institution, the Fine Arts Commission, the National Art Gallery, and the National Council on the Arts.

Mr. GOTTSCHALK. Thank you, Senator.

(Whereupon, at 3:50 p.m., Tuesday, March 2, 1965, an adjournment was taken until the following day, Wednesday, March 3, 1965, at 10 a.m.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

WEDNESDAY, MARCH 3, 1965

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

The subcommittee met at 10:30 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. Milton R. Young temporarily presiding.

Present: Senator Young.

COMMISSION OF FINE ARTS

STATEMENTS OF WILLIAM WALTON, CHAIRMAN; CHARLES H. ATHERTON, SECRETARY; AND JOSEPH M. BREEN, BUDGET OFFICER

PREPARED STATEMENT

Senator YOUNG. The subcommittee will come to order.

The Commission of Fine Arts submits a fiscal year 1966 budget estimate of $123,000, which is $3,000 more than the appropriation for fiscal year 1965. The justification for this estimate will be printed in the record.

(The justifications referred to follows:)

SALARIES AND EXPENSES

Appropriation, 1964	$91,000
Appropriation, 1965	120,000
Pay cost supplemental	3,000
Total appropriation, 1965	123,000
Budget estimate, 1966	123,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Administration	$90,833	$120,000	$3,000	----------	$123,000
Unobligated balance lapsing	167	----------	----------	----------	----------
Total	91,000	120,000	3,000	----------	123,000

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Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase (+) or decrease (−), 1966 compared with 1965
Administration	$90,833	$123,000	$123,000	
Unobligated balance lapsing	167			
Total	91,000	123,000	123,000	

JUSTIFICATION

The estimate of funds needed to operate the Commission of Fine Arts during fiscal year 1966 is $123,000, which is the same as the amount available for fiscal year 1965. The estimate provides for the staff of the Commission (which is comprised of an executive secretary (GS–15), a staff assistant for fine arts matters (GS–14), a staff assistant for legal matters (GS–13), an editorial assistant (GS–12), an administrative assistant (GS–11), two secretaries (stenography) (GS–8), and one secretary (GS–5), together with the necessary operating expenses including travel costs of the members of the Commission. The estimate also provides for proposed consulting services in fiscal year 1966 which will be financed through a reduction in equipment costs.

1. The Commission of Fine Arts was established in 1910 to fill the need for a permanent advisory agency whose members would be qualified to make available to the Government the authority of expert opinion upon questions of art arising in the course of administration. As an independent agency, it was intended to serve a twofold purpose; first, to give free advice concerning esthetic standards and matters of civic design involved in the orderly development of the City of Washington; and, second, to furnish expert opinion on questions of art to the President, to the Congress and its committees, and to the heads of various departments and agencies of the Federal and District Governments.

The seven members of the Commission are appointed by the President and serve without pay. They give freely of their time, meeting for 1 or 2 days each month as required, with compensation only for actual expenses of travel and subsistence incurred in attending meetings. The technical and professional problems that come to the Commission fall primarily into the fields of architecture, general site planning, landscape architecture, sculpture and painting, but, in recent years, an increasing amount of time has been devoted to critical review and report of proposed legislation, whose aim is to foster production and appreciation of the fine arts.

The authorized scope of the Commission's activity covers not only Federal and District Government projects in the city of Washington and its environs, but also certain designated private and semipublic construction projects under authority as noted hereafter; and its scope often includes Federal projects outside the District of Columbia and abroad, such as the World War I and World War II memorials and cemeteries, the designs for which come before the Commission by authority of Public Law 534, 67th Congress (42 Stat. 1509) as amended. During the 54 years of the Commission's existence, the 71 members who have served on it, have steadfastly insisted on the maintenance of the highest esthetic standards in the design of the Federal and semipublic projects that are referred to it by law.

2. Specific functions of the Commission comprise the following:

(*a*) Under the provisions of its enabling act, Public Law 181, 61st Congress, approved May 17, 1910, the Commission of Fine Arts advises generally upon questions of art when required to do so by the President, or by any committee or Member of either House of Congress.

It advises specifically on all plans for parks and public buildings, constructed by the executive departments or the District of Columbia, which in any essential way affect the appearance of the City of Washington and its environs. Authorization has been given or is pending for the design of many new Federal and District buildings, most of which are planned for erection in the central area of the city of Washington, as part of the expansion of the Federal or District Governments.

It also advises upon location and design of statues, fountains, and monuments in public squares, streets, and parks in the District of Columbia and upon the selection of models for the statues, fountains, and monuments erected under the

authority of the United States and upon the selection of artists for the execution of the same.

Rendering an opinion on the merit of designs for medals, insignia, coins, or other art projects created and produced by the executive department is also a phase of the Commission's duties.

(*b*) The Commission carries out the provisions of the Shipstead-Luce Act, Public Law 231, 71st Congress (46 Stat. 366), approved May 16, 1930, an act to regulate the height, exterior design, and construction of private and semipublic buildings in certain areas of the National Capital. In this function the Commission reports its findings on the above features to the Commissioners of the District of Columbia before building permits are issued at the Permit Branch of the Department of Licenses and Inspections.

(*c*) The Commission also carries out the provisions of the Old Georgetown Act, Public Law 808, 81st Congress (64 Stat. 903, ch. 984), approved September 22, 1950, an act to regulate the height, exterior design and construction of private and semipublic buildings in the Georgetown area of the National Capital. This action also requires review and recommendations to the Commissioners of the District of Columbia on the merits of designs submitted for building permits.

(*d*) Gifts of works of art to the Government from private individuals or foreign governments are reviewed by the Commission for artistic merit and suitability before acceptance.

(*e*) Private organizations and citizens from the entire country frequently call upon the Secretary's office for advice and suggestions that vary from the authenticity of historical monuments to the procedures for establishing a municipal art commission.

(*f*) Periodic and special reports are compiled and issued as required or requested; for example, the regular reports of the Commission's activities, and special reports such as the one issued in 1964 surveying the major work of the Commission since 1910.

Itemization of estimate

	Actual, 1964	Estimate, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$90,833	$123,000	$123,000	
Unobligated balance lapsing	167			
New obligational authority	91,000	123,000	123,000	
New obligational authority:				
Appropriation	91,000	120,000	123,000	+$3,000
Proposed supplemental due to civilian pay increases		3,000		−3,000
Object classification:				
11 Personnel compensation	62,596	84,000	84,000	
12 Personnel benefits	4,458	6,000	6,000	
21 Travel and transportation of persons	7,715	7,000	7,000	
22 Transportation of things	15			
23 Rent, communications, and utilities	1,290	1,000	1,000	
24 Printing and reproduction	5,439	3,000	3,000	
25 Other services	4,292	4,000	14,000	+10,000
26 Supplies and materials	1,754	2,000	2,000	
31 Equipment	3,274	16,000	6,000	−10,000
Total obligations	90,833	123,000	123,000	

STATEMENT OF CHAIRMAN WALTON

Senator YOUNG. We are glad to have you here to testify, Mr. Walton. You can submit your statement for the record and then summarize it or you may read it, if you desire.

Mr. WALTON. All right, Senator.

I am William Walton, Chairman of the Commission of Fine Arts. I have a short statement which I would like to put in the record.

(The statement referred to follows:)

The Commission of Fine Arts is requesting an appropriation of $123,000 which is the same as the amount appropriated for fiscal year 1965. The only change

over the current fiscal program would be the provision of funds for special consulting services in fiscal year 1966 which would be financed through a reduction in equipment costs.

These special services are planned to supplement the work of the current staff which is limited to eight regular employees: an executive secretary, an assistant secretary, a legislative assistant, an editorial assistant, an administrative assistant, and three clerical positions.

During fiscal year 1964, the Commission acted upon 671 formal submissions, carrying an estimated cost of many millions of dollars. A tabular listing is attached hereto showing the number of applications for the past 3 fiscal years. In addition to the increased number of formal submissions, there has also been a corresponding increase in the number of informal reviews and daily requests for information about Washington. With the administration's current programs proposed for the development of the Capital, I expect this trend will be greatly accelerated in the coming year.

The appropriations for the Commission have remained relatively small throughout its 55-year history. I therefore hope the committee will favorably consider our request for the amount needed for the next fiscal year.

The members of the Commission are appointed by the President and serve without compensation, receiving only actual travel expenses incurred in attending meetings. Since the Commission was established in 1910, more than 60 distinguished architects, landscape architects, painters, sculptors, and laymen in the field of fine arts have given freely to their Government the benefit of their experience and professional skills in advising the President, the Congress, and Government agencies on matters involving the fine arts.

THE COMMISSION OF FINE ARTS

Number of submissions presented to the Commission of Fine Arts during the past 3 fiscal years

	1962	1963	1964
Shipstead-Luce Act (approved May 16, 1930)	113	102	150
Old Georgetown Act (approved Sept. 22, 1950)	273	281	359
Commission of Fine Arts Act (approved May 17, 1910)	212	220	162

FISCAL YEAR 1962

Item	Cases received	Approved	Disapproved
Shipstead-Luce Act	113	82	31
Old Georgetown Act	273	226	47
Commission of Fine Arts Act	212		

FISCAL YEAR 1963

Shipstead-Luce Act	102	73	29
Old Georgetown Act	281	204	77
Commission of Fine Arts Act	220		

FISCAL YEAR 1964

Shipstead-Luce Act	150	114	36
Old Georgetown Act	359	303	56
Commission of Fine Arts Act	162		

NOTE.—Submitted with fiscal year 1966 budget. Compiled July 23, 1964.

FUNDS REQUESTED

Mr. WALTON. Briefly, the Commission is requesting the same appropriation that it did last year, $123,000, which I dare say is one of the small ones that passes through your hands. We think we perform some services for this small fee.

Senator YOUNG. This is $3,000 more than last year.

Mr. ATHERTON. It is the same plus the supplemental appropriation due to the Federal pay raise.

Senator YOUNG. You have a supplemental request pending.

Mr. WALTON. Is that it? From our point of view it was the same amount.

BUILDINGS INVOLVED

The principal things we have dealt with of interest to the committee are the first two buildings that will go up on Pennsylvania Avenue, the FBI Building and a private office building.

We devoted a great deal of time advising GSA and the architects on those two buildings.

The other two buildings are the Smithsonian Museum for Air and Space, and Federal Office Building No. 5, which is that huge sort of "little" Pentagon back of the Smithsonian on Independence Avenue.

Senator YOUNG. Is that the one that news reports the other day indicated your Commission had approved?

Mr. WALTON. We had, but not just lately.

Mr. ATHERTON. That was the Raleigh Hotel site building.

Mr. WALTON. That is a private office building on Pennsylvania Avenue. Those have been our four big projects.

Through our hands have passed a number of small ones of interest in the city, such as schools. Bolling-Anacostia we have been involved with a great deal.

I will not bore you with all of the details of our operation, but I will be happy to answer any questions.

FUTURE PLANS

Senator YOUNG. Do you expect any particularly difficult problems this year, or any problems you have not had in the past?

Mr. WALTON. They will all be on similar subjects, but there are some crucial areas of great interest to Congress.

The passage of the center leg of the inner loop, which is going to be tunneled under the Mall right in front of the Capitol, you know, is a very important area to this building. We have had a private meeting with the Highway Department to keep control of the design of the buildings at each end of this tunnel that will go across the Mall because we feel this is crucial.

They must be kept very low and inconspicuous to not interfere with the great mass of buildings on Capitol Hill. We will be watching that with great care during the coming year.

Senator YOUNG. Is that in the design stage now?

Mr. WALTON. The tunnel itself is in the design stage. The buildings at one end are in a very preliminary stage. They really do not know exactly what they need. Their principal problem is exhausting the fumes from that tunnel, which requires a great deal of mechanical equipment.

You see, it passes under the Esso Building on one side, you know, and whatever new building that goes in there will mask those towers perfectly well. We have to devise something much better for the south end of the tunnel to mask what kind of towers they have to have for their exhaust fumes. That is one of our future problems.

LOCATION OF LABOR DEPARTMENT BUILDING

Then the location of a Labor Department Building is a very important project which is in preliminary planning stage.

Those are the ones we look forward to, and the continuing work on Pennsylvania Avenue.

Senator YOUNG. Do you have anything further, Mr. Walton?

Mr. WALTON. That is all I have, Senator.

Senator YOUNG. I would not think you would have any trouble with your budget.

Mr. WALTON. Thank you very much, sir.

SMITHSONIAN INSTITUTION

STATEMENTS OF S. DILLON RIPLEY, SECRETARY; JAMES BRADLEY, ASSISTANT SECRETARY; T. DALE STEWART, ACTING ASSISTANT SECRETARY; AND MARIA M. HOEMANN, BUDGET OFFICER

SALARIES AND EXPENSES—JUSTIFICATION

Senator YOUNG. Dr. Ripley.

Mr. RIPLEY. Good morning, Senator Young.

May I introduce Mr. Bradley, Assistant Secretary for Administration, and Dr. Stewart, Assistant Secretary for Science.

Senator YOUNG. At this point in the record I will insert informational statements which accompanied your justification material.

(The statements referred to follow:)

EXHIBITS PROGRAM, MUSEUM OF HISTORY AND TECHNOLOGY, FISCAL YEARS 1965 THROUGH 1966

A. Halls installed and opened to the public as of June 30, 1964:

1. Flag hall.
2. First Ladies hall.

Everyday life in the American past:

3. 17th century furnishings.
4. 18th and 19th century furnishings.
5. Historic Americans.
6. American costume.
7. Light machinery (timekeeping, typewriters, phonographs, and locks).
8. Tools.
9. Farm machinery.
10. Road vehicles (autos and coaches).
11. Railroads.
12. Temporary exhibits gallery (first floor).

B. Additional halls to be installed and opened to the public by June 30, 1965:

1. Civil engineering (bridges and tunnels).
2. Watercraft.
3. Philately and postal history.
4. Glass.
5. Graphic arts: Hand processes.
6. Graphic arts: Photomechanical processes.
7. Graphic arts salon.
8. & 9. History of the Armed Forces (through Civil War).
10. Ordnance, and the gunboat *Philadelphia*.
11. Special exhibits (third floor).

C. Additional halls to be installed and opened to the public by June 30, 1966:

1. Power machinery.
2. Physical sciences.
3. Medicine and dentistry.
4. Pharmacy.
5. Health.
6. Petroleum.
7. Chemistry.
8. Ceramics.
9. Textiles.
10. Growth of the United States (first section).

SCHEDULE OF RENOVATION OF EXHIBITS

In 1966 the Smithsonian will continue its program of revitalizing the exhibits in the U.S. National Museum. The amount required for fiscal year 1966 is $330,000.

A. Completed and opened to the public in 1964:
1. Osteology hall (partial).
2. Peoples of Asia and Africa hall (partial).

B. Halls to be completed and opened to the public by the end of 1965:
1. Reptiles and fishes hall.
2. Physical anthropology hall.

C. Construction partially completed by the end of 1965:
1. Old World archeology hall.
2. Economic geology hall.
3. Physical geology hall.
4. Great hall of Smithsonian Building.

D. During 1965, drawings will be finished for the following hall:
1. Animals of the ice age hall.

E. During 1966, contract will be awarded for:
1. Animals of the ice age hall.

Rehabilitation projects, fiscal year 1966

Arts and industries building	$50,000
1. Repairs to deteriorated plastered surfaces and painting of interior of the building	30,000
2. Repairs to exterior masonry, including calking and pointing to eliminate leaks and improve exterior appearance	20,000
Silver Hill storage facility	15,000
1. Revision and additions to electric service necessary to provide power for increased shop activity, and additional equipment for restoration of aircraft and accessories	15,000
Belmont Study Center (Elkridge, Md.)	27,500
1. Install plumbing and filtering system, pumping system with storage tank, and repair central heating system and install partial air conditioning	22,500
2. Repair entrance roadway	5,000
Total, rehabilitation projects	92,500

Grants to Smithsonian Institution, fiscal year 1964

Granting agency	Title of grant	Actual amount
Department of Defense	Mammals and their ectoparasites from Iran	$22,000
	Miscellaneous small grants	12,000
Total, Department of Defense		34,000
Department of Health, Education, and Welfare	Chronic diseases in relation to social efficiency.	10,000
National Aeronautics and Space Administration.	Study of meteorites	222,000
	Purchase of tektite collection	28,000
	Prairie network	150,000
	Satellite tracking program	4,000,000
	Miscellaneous small grants	31,000
Total, National Aeronautics and Space Administration.		4,431,000
National Science Foundation	Science Information Exchange	1,500,000
	Polychaetous annelids of New England	18,000
	The phanerogams of Colombia	52,000
	Revision of scarab beetles of the genus *Ataenius*.	14,000
	Upper cretaceous inoceraminae in North America and Western Europe.	18,000
	Recording of data for specimens collected during the U.S. Atlantic program.	27,000
	Environment of permo-Triassic reptiles of the order therapsida in South Africa.	16,000
	Sorting of U.S. Antarctic research program biological collections.	29,000
	Preindustrial system of water management in arid regions.	13,000
	Evolution and distribution of *Parmelia* in eastern Asia and the Pacific region.	13,000
Total, National Science Foundation		1,700,000
Total grants, fiscal year 1964		6,175,000

Research by Smithsonian Institution on contracts, fiscal year 1964

Agency with whom contract was made	Research field	Actual amount
Atomic Energy Commission	Plant physiology	$15,000
Department of Defense	Astrophysics	105,000
	Computer techniques	20,000
	Zoology	421,000
Total, Department of Defense		546,000
National Aeronautics and Space Administration.	Celescope	1,400,000
	Astrophysics	12,000
Total, National Aeronautics and Space Administration.		1,412,000
Total, research contracts, fiscal year 1964		1,973,000

Grants to Smithsonian Institution, fiscal year 1965

Granting agency	Title of grant	Estimated amount
Department of Defense	Mammals and their ectoparasites from Iran	$22,500
	Miscellaneous small grants	15,500
Total, Department of Defense		38,000
National Aeronautics and Space Administration.	Study of meteorites	423,300
	Prairie network	140,000
	Satellite tracking program	3,300,000
Total, National Aeronautics and Space Administration.		3,863,300
National Science Foundation	Sorting of collections from international Indian Ocean expedition.	63,600
	Science Information Exchange	2,000,000
	Recording of data for specimens collected during U.S. antarctic program.	41,500
	Undergraduate research participation program.	11,200
	Identification guide to antarctic birds	12,200
	Ostracoda of the Indian Ocean	24,200
	Estimated miscellaneous grants	110,900
Total, National Science Foundation		2,263,600
Total grants, fiscal year 1965		6,164,900

Research by Smithsonian Institution on contracts, fiscal year 1965

Agency with whom contract was made	Research field	Estimated amount
Atomic Energy Commission	Plant physiology	$68,000
Department of Defense	Zoology	410,000
National Aeronautics and Space Administration.	Celescope	1,900,000
Total research contracts, fiscal year 1965		2,378,000

SALARIES AND EXPENSES

Senator YOUNG. Also I will place in the record at this point the justifications for the 1966 budget estimates for "Salaries and Expenses" in the amount of $20,865,000. This is an increase of $5,865,000 over the amount appropriated for fiscal year 1965.

(The justifications referred to follow:)

LEAD-OFF TABULAR STATEMENT

	Amount
Appropriation Act, 1965 (adjusted)	$15,400,000
Budget estimate, 1966	20,865,000
Increase, 1966	5,465,000

Summary of increases, 1966

1. To provide for step increases and other personnel costs:	
Wage board employees increase effective in December 1963, for which funds are not now provided	$90,000
Step increases in accordance with the Classification Act Amendments of 1962 (76 Stat. 844), and the Salary Reform Act of 1964 (78 Stat. 400)	150,000
Pay increases required to cover the full-year cost in 1966 of salary increases to general schedule employees effective July 5, 1964 (Public Law 88–426)	62,000
To provide funds for decreasing rate of personnel turnover	250,000
Total	552,000
2. To provide more adequately for documentation and preservation of museum collections and related activities	280,000
3. To provide for the functional planning of the exhibition, educational, and research programs of the National Air and Space Museum	75,000
4. For increased workload of the National Armed Forces Museum Advisory Board	30,000
5. Planning exhibitions and acquiring and preparing art objects prior to occupying the Fine Arts and Portrait Galleries building:	
National Collection of Fine Arts	265,000
National Portrait Gallery	250,000
Total	515,000
6. To provide added staff and equipment for unique scientific programs of the Astrophysical Observatory	493,000
7. For increasing scientific research at the Canal Zone Biological Area	60,000
8. To establish programs of national and international cooperative research and training	500,000
9. For the examination, restoration, and protection of museum objects of great scientific, historical, and intrinsic value	53,000
10. To further research in natural history (including marine biology, $862,000) and	1,665,000
Scientific research formerly funded by the National Science Foundation	350,000
Total	2,015,000
11. To provide for the protection, maintenance, and operation of additional public exhibition and laboratory areas in Smithsonian buildings	413,000
12. To provide administrative services and support for the Institution's major programs of research and museum operation	479,000
Net increase, 1966	5,465,000

Comparative summary of the 1965 appropriation with the 1966 estimates

	1965 estimate	1966 estimate	Increase or decrease	
			Step increases and other personnel costs (1)	Program
1. Museum exhibitions (including art):				
Museum of History and Technology	$1,915,000	$2,251,000	$56,000	(2) $280,000
Museum of Natural History	1,281,000	1,324,000	43,000	0
National Air and Space Museum	298,000	384,000	11,000	(3) 75,000
National Armed Forces Museum Advisory Board	62,000	94,000	2,000	(4) 30,000
Fine Arts and Portrait Galleries	293,000	817,000	9,000	(5) 515,000
Total, museum exhibitions (including art)	3,849,000	4,870,000	121,000	900,000
2. Scientific research and exchange of scientific information:				
Astrophysical Observatory	1,227,000	1,750,000	30,000	(6) 493,000
Canal Zone Biological Area	159,000	223,000	4,000	(7) 60,000
Education and training	0	500,000	0	(8) 500,000
International Exchange Service	114,000	117,000	3,000	0
Museum of History and Technology	818,000	893,000	22,000	(9) 53,000
Museum of Natural History	1,914,000	3,997,000	68,000	(10) 2,015,000
National Air and Space Museum	22,000	23,000	1,000	0
Total, scientific research and exchange of scientific information	4,254,000	7,503,000	128,000	3,121,000
3. Buildings Management Department:				
Museum of History and Technology	1,919,000	2,143,000	92,000	132,000
Museum of Natural History	1,957,000	2,208,500	87,000	164,500
Smithsonian Institution Building	213,000	236,000	13,000	10,000
Arts and Industries Building	535,000	588,000	28,000	25,000
All other buildings	696,000	748,000	32,000	20,000
Rehabilitation of buildings	31,000	92,500	0	61,500
Total, Buildings Management Department	5,351,000	6,016,000	252,000	(11) 413,000
4. General administration:				
Office of the Secretary	349,000	441,000	13,000	79,000
Administrative Services	1,597,000	2,035,000	38,000	400,000
Total, General Administration	1,946,000	2,476,000	51,000	(12) 479,000
Grand total	15,400,000	20,865,000	(1) 552,000	4,913,000

JUSTIFICATIONS

(1) An increase of $552,000 is requested for "Step increases and other personnel costs."

Need for increase.—This increase would be used (1) to pay the full-year cost in 1966 of salary increases granted the general schedule employees on July 5, 1964 (Public Law 88–426) ($62,000); (2) to pay the full-year cost of salary increases granted to wage board employees in December 1963, as determined through an analysis of all wage positions with consideration being given to representative lapse factors ($90,000); (3) to finance the cost of reduced personnel turnover, based on experience over the past few years ($250,000); and (4) to pay for step increases in accordance with the Classification Act Amendments of 1962 (76 Stat. 844) and the Government Employees Salary Reform Act of 1964 (78 Stat. 400) ($150,000). The latter sum includes the portion of the fiscal year 1966 step increases to be paid in that year and the carryover cost from fiscal year 1965. The apparent cost was determined through a position-by-position study and has been reduced to real cost by offsets resulting from the fact that a percentage of the employees are separated before they receive their step increases or have been promoted to another position and to the fact that some positions have been filled at a lower step within the grade than former incumbents enjoyed.

All operations of the Smithsonian Institution have been carefully reviewed to determine whether any portion of the above amount is possible in fiscal year 1966. No savings can be effected without seriously curtailing the museum, art, and scientific programs, and the protection, operation, and maintenance of the Smithsonian buildings and grounds.

(2) An increase of $280,000 will be required for the "Museum of History and Technology" so that it can progress in its traditional and forward-looking programs in research, education, selective collecting, and publication; and maintain its scholarly character and leading position among museums of the world. Preparation and installation of exhibits in the new Museum of History and Technology of the U.S. National Museum will continue in fiscal year 1966. It is expected that at least 10 additional halls will be opened to the public in that year.

Need for increase.—Additional curators are required to conduct historical research related to planning and authenticating new scholarly exhibits, to administer and document the growing collections, and to supervise the museum's public services which have increased greatly since the opening of the new Museum of History and Technology building. A limited number of technicians and clerical employees are requested to support the curators in their professional work.

Travel funds are needed for trips by curators to examine collections and exhibits being offered with increasing frequency; to attend professional scientific meetings where, in addition to participating in meetings, they can consult with historians, scientists, and engineers on the selection, accession, and preservation of objects and documents to record historical developments; and to meet with historians on new programs of museum-oriented research stimulated by the new Museum of History and Technology. The accelerated museum programs and rise in shipping costs have resulted in the need for more transportation funds.

Additional funds are needed to complete exhibits in the new Museum of History and Technology, including restoration of early musical instruments, vehicles, and paintings; dismantling, repair, and reerection of early machines; contracting with specialists to research and report on historical and scientific developments; preparation of specifications of models of machines, vehicles, science demonstrations, early instruments, and special exhibition cases; fees to experts and authorities for lectures and to musicians for demonstration of restored early musical instruments in the collections; supplies and materials; exhibition bases, panels, fixtures, models, dioramas, and exhibition objects.

Plan of work.—To employ five curators, two museum technicians, and three typists and stenographers; and to provide funds for personnel benefits; travel; transportation of things; other services; supplies and materials; and equipment.

(3) The National Air and Space Museum, which has in its custody probably the world's greatest collection of aircraft, instruments, and other objects related to aviation as well as extensive documentary collections for study purposes, requires an increase of $75,000 for fiscal year 1966. The emphasis on space flights has greatly increased the Air Museum's responsibilities to record space history and properly preserve space-flight equipment. Architectural planning for the construction of the proposed National Air and Space Museum will be completed in 1965. Authorization for construction will be requested of the Congress during the 1st session of the 89th Congress. Fiscal year 1966 will be the critical year for the functional planning of the exhibitions, and educational and research programs which will be provided to the American public by this historic museum.

Need for increase.—The increases will be used for the National Air and Space Museum's exhibits program which includes the selection of specimens to be displayed and areas for display, determination of methods of installation and display, scheduling exhibits preparation; and developing programs of education and research.

Included is a modest increase in staff and funds for travel and other services. Additional funds for supplies and equipment are needed for the added staff.

Plan of work.—To employ one Assistant Director of the National Air and Space Museum, two exhibits specialists, one curator, one clerk, and one steongrapher; and to provide funds for personnel benefits; travel; other services; supplies and materials; and equipment.

(4) The National Armed Forces Museum Advisory Board requires an increase of $30,000 to carry out the objectives of the Board which was established by act of August 30, 1961. Currently, the Board is assisting the Board of Regents by preparing recommendations for submission to the Congress with regard to (*a*) acquiring lands and buildings in and near the District of Columbia for the display of military and naval collections; and (*b*) acquiring for the collections of the Smithsonian Institution unique military objects.

Need for increase.—Funds are needed to employ a limited additional staff who will pursue a comprehensive investigation of lands in the District of Columbia in terms of their adaptability to the reconstruction of historic military and naval

facilities and for the display of significant collections of objects that are not appropriate for Smithsonian military exhibits on the Mall.

Additional travel funds are required for visits by staff members to numerous Armed Forces installations and agencies to discover military objects which are especially appropriate for the collections and to initiate action for acquiring such objects in advance of their deterioration or destruction. Included also are increases for further detailed site studies of lands suitable for the display of military collections and for the nucleus of a library.

Plan of work.—To employ one curator and one typist; and to provide funds for personnel benefits; travel; other services; and equipment.

5 An increase of $515,000 is required for the "Fine Arts and Portrait Galleries," namely the "National Collection of Fine Arts" ($265,000) and the "National Portrait Gallery" ($250,000) to continue the accelerated program of planning and preparing valuable works of art and portraiture for exhibition in the remodeled Fine Arts and Portrait Galleries building formerly known as the Civil Service Commission Building. Before the new gallery can be opened to the public, there must be a major refurbishing and expansion of the present Government collections and also, most critically, the supplementation of these collections of millions of dollars' worth of art gifts and loans. Because of the size of the total project as well as the time element involved, this must be regarded as a major undertaking of unprecedented importance to the Institution's responsibilities in these fields of history and culture.

The National Collection of Fine Arts, a bureau of the Smithsonian, is the oldest gallery of art directly related to the U.S. Government. The bureau is maintained for the statutory purposes of conserving and exhibiting art belonging to the Government, the development of appreciation of American art of the past, and the encouragement of contemporary creative effort. Many notable paintings, largely by distinguished Americans, have been added to the national collections under the care of the National Collection of Fine Arts, and restoration of some of these works has been carried on. Despite many generous gifts of art by private citizens, the collections are far from presenting a broadly representative survey of American art. The functions of the bureau which have to do with education and encouragement of creative effort have been implemented to a very small extent, though the one activity which has been systematically developed—the traveling exhibition service—has proven most successful and valuable.

The National Portrait Gallery, established by Public Law 87–443, dated April 27, 1962, is charged with the responsibility to collect and exhibit portraiture and statuary depicting men and women who have made significant contributions to the history, development, and culture of the people of the United States from its earliest period of discovery to the present. There will be established as an essential part of the gallery a center for American iconography, biography, and historical study.

Need for increase.—The remodeling of the building for the fine arts and portrait galleries is expected to be completed in November 1966. The program of planning the exhibition and acquisition of valuable works of art, portraiture, and statuary, and of developing the physical plant and staff to administer the expanded activities must be accelerated in fiscal year 1966. The increase would provide for the staff and materials required to record, examine, and maintain valuable works of art; purchase portraits, paintings, frames, cases, and other exhibition appurtenances; and prepare educational material and reference works. A detailed script is required for each exhibition hall to assure the most effective use of the collections. Special equipment and facilities for the analysis, study, and display of art must be acquired as soon as possible. Additional office and workroom materials are needed to establish a conservation department for the restoration and care of paintings, portraits, prints, drawings, and objects of stone, metal, and wood.

The acquisition of a representative collection of portraiture for a truly national gallery is an undertaking of major importance. The history of the development of the outstanding galleries of the world attests to the scale of effort needed to achieve the excellence of their collections.

While active preparation for the move to the new galleries is in progress, the National Collection of Fine Arts must continue its assigned public services in connection with the exhibition of art and furnishing of information. These valuable services that have been inadequately supported in the past now require increased funds in order to perform the national service of promoting appreciation and understanding of art as authorized by the act of May 17, 1938.

Plan of work.—To provide funds for two special assistants, one historian, five curators, one conservator, one cataloger, one administrative assistant, one regis-

trar, four museum aids, two secretaries, and four clerk-typists; personnel benefits; travel; printing and reproduction; other services; supplies and materials; and equipment.

(6) The Astrophysical Observatory requires an increase of $493,000 to further its unique scientific program of basic research concerned with the solar system, the stars, galaxies, and interstellar matter, and with the effects of solar and ionizing radiation in biological systems. Included is the intensification of meteoritic research, the development of balloon flight experiments in gamma ray astronomy, feasibility studies for research in radio astronomy, and the purchase of scientific equipment for the enlarged research laboratory.

Need for increase.—Research in the earth's atmosphere, the atmospheres and surfaces of other planets, the moon's gravitational potential; interstellar matter, meteoritic matter in the solar system, and mineralogical analysis are fundamental to an advance in space science and technology. The Astrophysical Observatory is also studying the theory of meteors in the earth's atmosphere, comets, and making solar and stellar observations.

Increases in population have focused particular attention on controlling and improving food sources, and necessary to this end is the understanding of basic growth and development of organisms and the role of radiant energy in these life processes.

The primary need for the increases is to expand the research currently being conducted in diversified fields and to plan the installation of these research projects in balloons and satellites. The Observatory will initiate a program of bromine determination by neutron activation in meteorites and terrestrial material, and also a comparative study of radomes to determine the possibilities of a large combined optical and microwave radio telescope. The search for sources of cosmic gamma rays will be intensified. These studies hold the promise for revealing valuable new areas of research, thus increasing knowledge in astrophysics.

Equipment capable of greater production and technological accomplishment in terms of volume, precision, and increasing complexity are needed for conducting research in radiant energy in the life processes and in the spectral quality of solar radiation pertaining to specific biological processes.

Other increases are for the improvement of the Astrophysical Observatory's existing research in X-ray astronomy, upper atmospheric phenomena, geodesy and celestial mechanics, and exobiology.

Plan of work.—To employ four physicists, one cytogeneticist, and one laboratory administrative officer; and to provide funds for personnel benefits; travel; rent, communications, and utilities; other services; supplies and materials; and equipment.

(7) An increase of $60,000 is requested for the Canal Zone biological area to add two scientists and provide a dormitory for students at this front-ranking center for tropical biology.

Need for increase.—Funds are requested to add a herpetologist (reptile specialist) and an entomologist (insect specialist) to the limited professional staff of three in order to add these disciplines to the scope of activities and permit studies of most of the major classes of animals that are common in the New World tropics. The addition of these specialists would make the Canal Zone biological area measurably more useful to scientists and students of other institutions. The anticipated increased activity at the Laboratory will result in need for two employees and related supplies and equipment to maintain and operate the facility.

Increases in travel and transportation are needed to move new employees and their household effects to the island.

Nonrecurring funds are needed also to construct a dormitory-style building for visiting students. The Smithsonian, with the Organization of American States, is organizing a fellowship and research grant program to permit Latin American students to study and do research on the island.

Plan of work.—To employ one herpetologist, one entomologist, one clerk-messenger, and one helper; and to provide funds for additional part-time employment; personnel benefits; travel; transportation of things; other services; supplies and materials; equipment; and lands and structures.

(8) The sum of $500,000 is required for the Education and Training Division to establish programs of national and international cooperative research and training so that the Smithsonian Institution can more fully meet its objective "to increase and diffuse knowledge" in traditional fields where its facilities and staff can make a maximum contribution to meeting national needs. Any organization that harbors numbers of highly qualified research personnel should find ways of making them available for teaching in collaboration with nearby universities.

These programs have been designed to communicate research findings and techniques to fellow workers in other museums and educational institutions and afford to them opportunities to use the research facilities of the Institution. The programs have been designed to contribute to the productivity of Smithsonian scholarship and research through the direct stimulation afforded by graduate students undertaking their own research for the first time and the intellectual discipline imposed by the need to give more frequent expression to working ideas and the objectives of study. Senior workers will provide program and management advice, and their resulting familiarity with Institution programs is expected to contribute to recruitment objectives. A limited program of conferences is planned for those areas of science and learning where direct discussion is required for their advancement.

It is proposed to enter into a contract in the amount of $180,000 annually with the National Academy of Sciences, whose advisory panels will select 12 visiting associates (postdoctoral) to do advanced research in the biological and physical sciences and in the history of science and engineering.

The Smithsonian Institution, a leader in the national museum community, in cooperation with the American Association of Museums, will offer two training courses in museum techniques for the staff members of other museums. The courses would involve the conservation of objects and collections, visitor reaction and learning experience, and the modernization of cataloging techniques. This program is expected to strengthen the service of museums to their respective communities.

By contract with the Organization of American States, which will provide matching funds, the Institution will offer opportunities for Latin American scientists to use the facilities of the Museum of Natural History, the Canal Zone biological area, or similar field stations in the New World tropics for advanced research into natural conditions and wild populations of plants and animals of Latin America. The Institution has traditional commitments and specialized collections in this area, but opportunities for the advancement of knowledge are not being satisfactorily met. This program of postdoctoral resident research associateships should expand Latin American manpower resources and ultimately lead toward a more satisfactory rate of progress in advancing fundamental knowledge about important biological problems, upon whose solution economic developments often depends.

It is proposed to offer opportunities to 20 graduate students to complete research leading to the award of the Ph. D. degree by their home universities upon approval of projects executed at the Smithsonian. Each research project will be approved in advance by a Smithsonian supervisor who will extend guidance to the intern during the life of the project. The predoctoral interns will be assigned to the Museum of Natural History, Museum of History and Technology, Astrophysical Observatory, radiation and organisms, and the Canal Zone biological area. Candidates in "shortage" category fields will be given first preference, especially where their interest relates to Institution work which has not been completed for lack of suitable candidates for appointment to the staff. A thorough inventory of such opportunities has been carried out for publication as a booklet listing the principal research opportunities at the Smithsonian Institution, for wide distribution to other museums and university departments. The estimated annual cost of this program is $153,000.

Funds will be required for the attendance of outside participants at conferences of the Smithsonian. Included are expenses of travel, subsistence, and fees for lectures and other contributions, which will be financed by consultantships and contracts with participating experts, scientists, scholars, historians, and similar authorities.

Plan of work.—To employ 1 director, 2 assistants to the director, 1 research assistant, 20 predoctoral interns, 4 secretaries and clerks; and to provide funds for personnel benefits; travel; other services; supplies and materials; and equipment.

(9) The Museum of History and Technology requires an increase of $53,000 for the examination, restoration, and protection of museum objects of great scientific, historical, and intrinsic value. The small conservation laboratory will be provided with technicians and equipment required to make a start on the development of a conservation program.

Need for increase.—The poor condition of large and valuable collections of museum objects was revealed by the moves of collections into the new Museum of History and Technology and into the new east wing of the Museum of Natural History. Many unique and irreplaceable objects required to be used in the new exhibits in both museums must be scientifically examined, restored, and protected

from deterioration. The urgency is great as deterioration is accelerated if not arrested.

Trained personnel are needed to examine objects and to perform research in the requirements and methods for preservation and to perform the conservation work on many thousands of objects made of paper, metal, fiber, wood, stone, leather, feathers, and plastics, and many others.

Plan of work.—To employ two chemists and one conservator; and to provide funds for personnel benefits; travel; other services; supplies and materials; and equipment.

(10) The Museum of Natural History is the national institution for systematic biology, anthropology, and mineralogy. A total increase of $2,015,000 is required, comprised of (*a*) $803,000 to further research in natural history, (*b*) $862,000 for research in marine biology, and (*c*) $350,000 for scientific research formerly funded by the National Science Foundation. The research of the scientists in this museum is unique in that it is based on vast collections amounting to millions of specimens, which have resulted from fieldwork and donations and are representative of the natural history of the world.

Need for increase.—Research programs are necessary to make these national collections fully useful to all systematic biologists by comprehensive assembling of specimens, preservation in a protective repository, scientific examination and classification, and publication of the results of expeditions and studies. Taxonomic revision of scientific names and classification of specimens, new observations advancing biological theory and practice, and the promotion of interrelations of systematics with other fields of science are other significant products of this research.

Anthropological studies, also based upon outstanding national collections, are concerned with compiling an ever more precise record of the history of man and his culture, achieving a more profound understanding of his physical nature and his way of life. Similarly, mineralogical studies are made relating to the earth itself and to those rare accretions from outer space, the meteorites. The museum has one of the world's most comprehensive collections of minerals and meteorites. Knowledge of the chemical composition, history, and distribution of minerals and rocks is essential to the Nation's economy and to its space exploration effort.

The museum is also responsible for collecting, identifying, describing, grouping, and characterizing the organisms and sediments in the ocean. More than 30 million names have been given to the seemingly infinite variety of forms of life on earth. It is the purpose of the museum's program to determine the validity of the names of organisms living in the ocean and to describe the many new species of organisms which are collected. The work of the museum is a first step in the utilization of the ocean's resources. We will collect, identify, and predict the occurrence of organisms which are sources of antibiotics, pharmaceuticals, and other substances; which cause the fouling of ships of commerce and the military; which are necessary in experiments leading to the understanding of human health; which have potential for production of food for the underfed humans in the world; and which lead to understanding the origin and evolutionary history of man.

(*a*) New positions are required primarily for subprofessional technicians and clerical assistants to provide supporting services for the research staff to meet increasing demands for identifications, and to provide assistance to other research workers and members of the public. The addition of the technical aids requested here will permit great improvement in manpower utilization and museum services, and result in technical training experience that may be utilized by other institutions throughout the Nation. Professional staff are needed to work in the fields of anthropology, fungi, invertebrate and vertebrate zoology, paleobotany, ecology, and the organisms of soils. In these fields, knowledge is not now being derived from the national collections to an appreciable extent. Funds are included for the management of a program of awarding grants to American universities, museums, or other institutions of higher learning interested in conducting research and excavation in archeology and related disciplines in countries where foreign currency excess conditions exist. An increase in travel funds is required commensurate with the greater scale of research programs. These funds are used by the scientific staff for field expeditions, to study important collections at other museums, and to attend and participate in national and international scientific meetings.

An amount is included for rental of ecological research privileges at Ivy Neck, Md. This area is uniquely valuable because it is adjacent to the Smithsonian's field biology station, recently acquired by a bequest to the Institution. These areas are among the few remaining relatively unspoiled areas on the west shore

of the Chesapeake Bay, and their convenience to Washington and Baltimore is expected to stimulate new studies relating the laboratory and field aspects of the study of animal behavior and plant distribution, population studies of marine and estuarine animals, and the growth of plants under varying experimental conditions.

Funds are included for a feasibility study of new methods of publishing species names to test all aspects of the automatic data processing program to determine its adaptability and efficiency in the field of natural history, including activities of systematic biologists, sorting operations of the marine biology center, and the cataloging operations. Funds are requested for the payment of fees, traveling expenses, and subsistence for visiting specialists, primarily in ecology, to advise on the early phases of research, and for other services required. Alcohol and preservatives, glassware for preserved specimens, cardboard trays and boxes, microscopes and associated illuminators, and photomicrographic apparatus, are representative of the added supplies and equipment required of the scope for programs planned.

(*b*) Specialized professional and subprofessional staff members are needed to provide competence in numerous fields of biology not now available to the marine biology programs and to enable the Museum to accept a part of the tremendous increase in workload arising from the national effort. Additional funds are required for travel to examine type collections in museums throughout the world and for the Museum's share of the cost of operating research vessels, chartering small vessels, and for expenses for Smithsonian scientists aboard ship. More supplies and specialized equipment will be needed for the accelerated marine biology program.

(*c*) Funds are also requested to offset the prospective withdrawal of supplemental financial support received from the National Science Foundation. In order to comply with the intent of the proviso in the Independent Offices Appropriation Act for fiscal year 1965, prohibiting transfer of funds from the National Science Foundation to "any other agency of the government for research without the approval of the Bureau of the Budget," the Institution plans to discontinue submission of grant applications for such research. The intent of the proviso is understood to be that Government agencies should obtain appropriations for their research directly from their own congressional committees. It is planned to allocate the requested appropriated funds on the comparative merits of research proposals submitted by staff members. Review panels and the same standards of excellence used by the National Science Foundation will be employed in administering these funds.

Plan of work.—To employ 1 assistant director for ecology, 2 anthropologists, 2 botanists, 2 ecologists, 4 geologists, 2 paleobiologists, 4 paleobotanists, 4 plankton specialists, 1 program specialist, 7 zoologists, 5 museum specialists, 80 museum technicians, 9 administrative assistants, and 24 clerks, stenographers, and typists; and to provide for personnel benefits; travel; rent, communications, and utilities; other services; supplies and materials; and equipment.

(11) The Buildings Management Department will require an increase of $413,000 for the protection, maintenance, and operation of additional public exhibition and laboratory areas in Smithsonian buildings.

Need for increase.—The increase is required because of the completion and utilization of additional building space in the Museum of History and Technology and the east and west wings of the Museum of Natural History. The increasing number of visitors to these public exhibition buildings, now exceeding 11 million annually, is another major reason for the requested increase. The additional funds will be used for assisting the exhibits staffs in assembly and installation of exhibit cases, displays, special lighting, and equipment; cleaning exhibit and installation areas; workrooms, and offices; moving, loading, and unloading; servicing and operating refrigeration, heating, temperature and humidity control systems, and related machinery, accessories, and controls; performing alterations, improvements, and repairs; refinishing and painting of offices, workrooms, and laboratories; assembling, installing, and servicing workroom and special storage equipment; guarding the buildings and national collections; and furnishing utilities and telephone services. Included is $65,000 required as an addition to the amount now available for the opening of the museums during the evening and night hours.

Plan of work.—To employ 21 buildings management workers (guards, laborers, and mechanics); and to provide funds for personnel benefits; electricity (including air conditioning), gas, steam, and communications; contractual service for preventive maintenance, emergency repair and inspection of elevators and escalators

for new facilities, and rehabilitation of buildings; purchase of supplies and materials for protection, cleaning, and custodial services, and repairs and alterations of existing offices and work areas; and purchase of equipment for mechanical shops, and replacement of one truck.

(12) An increase of $479,000 is requested for general administration, including $79,000 for the Office of the Secretary and $400,000 for the administrative service units of the Institution, in order to provide services and support for the Institution's major programs of research and museum operation.

Need for increase.—The increases requested are substantially less than the amount that would be commensurate with the enlarged scope of the Institution's activities.

The Office of the Secretary will require additional employees for added management activities, funds for equipment, and funds for representation expenses for the entertainment of foreign heads of state and heads of learned departments and museums from all over the world.

Increased administrative services are necessary to publish more research volumes and more educational and informational materials; to improve library services and undertake preliminary steps for a recataloging program; to handle an increased volume of financial and procurement transactions; and to provide additional photographic services.

In addition, the Smithsonian Museum Service will undertake the initial operation of the television studio and related facilities in the new Museum of History and Technology Building. The facilities will be used in the presentation of educational and cultural television programs. The Smithsonian plans to capitalize fully on the availability of the John F. Kennedy Center during its "dark time" by presenting educational exhibitions, lectures, closed-circuit television showings, and similar programs related to the educational work of the Smithsonian in science, history, and art.

Plan of work.—To provide for 2 technical assistants, 1 research assistant, 24 staff technicians, 2 nurses, and 13 secretarial and clerical assistants; personnel benefits; penalty mail; printing and reproduction; representation allowance; other contractual services, including contract for automatic data processing equipment; Xerox machine for catalog card reproduction; film checking equipment; office supplies, furnishings, machines, and equipment; and books.

Report of the number of permanent positions by organization unit

	1964 actual	1965 estimate	1966 estimate	Increase, 1966 over 1965
Astrophysical Observatory	64	68	74	6
Buildings management department	535	716	737	21
Canal Zone biological area	18	18	22	4
International exchange service	10	11	11	0
Museum of History and Technology	241	247	257	10
Museum of Natural History	297	317	467	150
National Air and Space Museum	28	28	34	6
National Armed Forces Museum Advisory Board	2	2	4	2
National Collection of Fine Arts	16	20	36	16
National Portrait Gallery	5	9	15	6
Office of the Secretary	23	29	36	7
Education and Training Division	0	0	28	28
Administrative services	109	117	152	35
Total	1,348	1,582	1,873	291

Report of obligations by objects

	1964 actual	1965 estimate	1966 estimate	Increase or decrease (−) 1966 over 1965
11 Personnel compensation	$8,379,000	$10,640,000	$13,140,000	$2,500,000
12 Personnel benefits	608,000	766,000	944,000	178,000
21 Travel and transportation of persons	117,000	146,000	284,000	138,000
22 Transportation of things	113,000	95,000	111,000	16,000
23 Rent, communications, and utilities	718,000	898,000	1,133,000	235,000
24 Printing and reproduction	274,000	258,000	336,000	78,000
25 Other services	1,084,000	1,080,000	2,196,500	1,116,500
26 Supplies and materials	775,000	672,000	841,000	169,000
31 Equipment	1,098,000	984,000	1,854,500	870,500
32 Lands and structures	0	0	24,000	24,000
42 Insurance claims and indemnities	1,000	1,000	1,000	0
Total obligations	13,167,000	15,540,000	20,865,000	5,325,000
Appropriation adjustments:				
Proposed supplemental for cost of wage board salary increases		−140,000		+140,000
Unobligated balance lapsing	+24,000			
Appropriation (adjusted) or estimate	13,191,000	15,400,000	20,865,000	5,465,000

PREPARED STATEMENT

Senator YOUNG. Dr. Ripley, would you care to file your written statement with the committee and then highlight the activities and experiences of the Smithsonian Institution in the past year, as well as indicating the program increases contemplated in the coming fiscal year?

Mr. RIPLEY. Thank you, sir.

I have a statement I would like to file for the record, and I would be happy to highlight the statement, if you care.

(The statement referred to follows:)

GENERAL STATEMENT, FISCAL YEAR 1966

The Smithsonian Institution, established by the act of August 10, 1846, is devoted to public education, basic research, and national service in science, learning, and the arts. The Institution, with its wide array of research and education facilities for both the scholar and the general public, is richly endowed with many of the resources that can create a fuller and more meaningful life for the American people.

September 1965 marks the 200th anniversary of the birth of James Smithson, the benefactor whose bequest of his fortune to the United States made possible the founding of the Smithsonian Institution. Plans are being made for a scholarly observance of this event which will dramatize the importance and further the high purposes of the Institution's original mandate, "the increase and diffusion of knowledge among men."

To carry out this mandate, the Institution performs fundamental research, publishes the results of studies, explorations, and investigations; preserves for study and reference over 59 million valuable items of scientific, cultural, and historical interest; maintains exhibits representative of the arts, American history, aeronautics and space exploration, technology, and natural history; and participates in the international exchange of learned publications.

The requested increase in funds for scientific research is required for objectives of the utmost priority in well-established programs stemming directly from the historic purposes of the Smithsonian Institution and its place in the Nation's system of research organizations.

In anthropology an internal reorganization has been accomplished as a prelude to a very determined effort to increase the effectiveness of the basic concepts of this science. The institutional scope and long-term continuity afforded by the Smithsonian are only the prerequisites for a successful research program. The level of effort must be increased if the potential inherent in anthropology is to be realized.

In evolutionary biology the Smithsonian has distinct national responsibilities, to maintain an adequate rate of progress in basic research in the face of a rapid withdrawal of universities from this field. The interaction between organisms and their environment is the central theme of life science. Research in universities is increasingly devoted to lower levels of integration in such phenomena—cellular and molecular systems—to the neglect of whole organisms and population systems. It can be flatly stated that each year in the world as a whole more genetically distinct systems are eliminated by environmental change than are satisfactorily elucidated from the standpoint of evolution, to the serious and irreparable loss of biological science. The Smithsonian has articulated a response to this highly critical situation involving five central program objectives:

(1) Multiply the effectiveness of systematic biologists by reform in the handling of scientific information and steps to assure proper utilization of professional manpower through provision of semiprofessional assistance;

(2) Multiply the effectiveness of institutions in systematics through devising new methods of sorting, handling, and indexing biological materials;

(3) Multiply the rate of training in systematics through the use of museum facilities for higher education purposes;

(4) Contribute to the development of greater interest on the part of universities and scientists in less developed countries in their native populations and wild conditions;

(5) Guarantee that such subdisciplines as genetics and ecology contribute their utmost to the central understanding of biological organization.

While the level of effort proposed for fiscal year 1966 is not an adequate response to this situation, it must be regarded as minimal and especially necessary. Stimulation of increased effort must await improvements in such basic matters as manpower, institutional capacity, and renewed interest on the part of universities.

Inadequacies in marine biology impair the effectiveness of the national research program. Our recommendations are designed to eliminate crippling disparities which, if continued for an additional year, would be a most troubling feature in the national program. Knowledge drawn from biological populations is indispensable for a proper inventory of problems in currents and circulation, contamination, and energy exchange at the synoptic level.

In astrophysics the program of the Smithsonian responds not only to the internal requirements of knowledge itself but to the pace of the Nation's space effort. The Astrophysical Observatory is an indispensable element in maintaining the balance of that effort. The rewards from research in these fertile fields more than justify the investment adjudged suitable for the fiscal year 1966.

The scientific objectives of the Smithsonian are fully responsive to the principles of the Bell report and have been chosen with reference to the greatest "relative effectiveness and efficiency." The Smithsonian constantly strives to make optimal our national system of research institutions, directing its efforts at established deficiencies with due regard to the strengthening of institutional resources. Within the Federal laboratories, with the cognizance of the Civil Service Commission and the Federal Council for Science and Technology, the Smithsonian has begun determined efforts to meet its responsibility for pointing to new directions which enhance the overall effectiveness of our system of laboratories; specifically, in the development of a clearinghouse for information about higher education activities to promote cooperative research with universities, and study of tenure, appointments, and professional development.

The Smithsonian Institution is highly conscious of its nationwide responsibilities and believes that appropriate support for its fiscal year 1966 request in scientific research will yield significant and lasting benefits to the Government.

Sharply accelerated activity must take place in the art fields since it is estimated that the remodeling of the Fine Arts and Portrait Galleries Building will be completed in November 1966. Expansion of staff, services, facilities, and exhibition materials must be developed in order that the Smithsonian will have firm ground on which to launch a major campaign for contributions of works of art. Despite many generous gifts by private citizens, the collections are far from representing a broad survey of American art. Millions of dollars' worth of art, either as gifts or loans, must be solicited to supplement the present collections before the new galleries can be opened to the public.

The Institution is responsible for the operation and maintenance of seven main exhibition buildings: namely, the Museum of History and Technology, the Museum of Natural History, the Arts and Industries Building, the Smithsonian Building, the National Air and Space Museum, the Fine Arts and Portrait Galleries Building, and the Freer Gallery of Art.

Public interest in museums and art galleries is at an unprecedented high level. The newly opened Museum of History and Technology had its 5-millionth visitor only 10 months after its dedication. Our total attendance, including that of the National Zoological Park, exceeded 14 million visitors in 1964. The evening visiting hours during the spring and summer months provided many hours of enjoyment and education for both tourists and Washingtonians.

The 1966 estimates of appropriation are predicated on carrying out the authorized purposes of the Institution at a level of investment commensurate with the national need for scientific, cultural, and historical knowledge. It is urgently requested, therefore, that funds be provided for the Smithsonian's programs in the amounts justified.

Under the "Salaries and expenses appropriation," funds in the amount of $20,865,000, an increase of $5,465,000, are requested:

To maintain the existing establishment and programs for the increase and dissemination of knowledge;

To provide professional, administrative, and custodial staff for new laboratories, museums, and art galleries;

To increase knowledge through cooperative research, scholarly conferences, and training programs;

To increase our attainments in scientific research; and

To increase our efforts in historical research and art education.

Provision has also been made in the 1966 estimates of appropriation for:

"Archeological research and excavation" (special foreign currency program), $1,300,000: For a program of grants for archeological exploration, excavation, and research to be financed with such foreign currencies as the Treasury Department has determined to be excess to the normal requirements of the United States. At the moment of writing, the excess currency countries are: India, Pakistan, Israel, Egypt, Poland, Yugoslavia, Burma, and Brazil.

Construction:

To continue the program of constructing, remodeling, and equipping buildings and outdoor exhibition facilities at the National Zoological Park, $1,539,000.

Restoration and renovation of buildings, $2,248,000:

To improve the Smithsonian Institution Building for public exhibition, professional, and administrative uses by renovating a portion of the third floor, adding a partial fourth floor, installing an elevator, and air conditioning the building; and

To improve for laboratory and administrative uses a portion of an industrial building at the Naval Weapons Plant now occupied by Smithsonian's Marine Biology Center.

History and Technology Building

Mr. Ripley. This past year has seen a number of events take place which require support and increases for next year. Particularly Congress has been very helpful and favorable to us in our program of new buildings.

The History and Technology Building, as you know, which was opened last January, has already had 5 million visitors in 10 months of operation.

Senator Young. That is the new one on Constitution Avenue?

Mr. Ripley. Yes.

The total attendance for the whole building for a year has been over 5 million, actually 5 million just in 10 months.

Senator Young. That is amazing.

Mr. Ripley. It has been an extraordinary evocation of interest of the public in the kinds of activities that the Smithsonian does and puts on in the way of public exhibitions, particularly. This has been tremendously encouraging and rewarding to us.

When opened to the public, that building was only partially completed inside. We have a program of opening 10 new halls every year for approximately the next 5 years. In order to do that we will, of course, require additional guards, additional research people prepar-

ing exhibits, and a general gradual program of stepped-up development of the interior of the building.

Museum of History and Technology

This year, therefore, we are requesting a considerable addition for "Salaries and expenses" for the Museum of History and Technology itself, as well as related buildings that the congressional committees have generously permitted us to construct in the past.

We have a wonderful additional building, the old Patent Office Building, which we are planning to open in 1967 for two galleries, the National Portrait Gallery and the National Collection of Fine Arts.

For these galleries we request an increase for stepped-up planning and development in order to prepare to open the galleries. The building itself is currently under renovation. Bids have gone out and were accepted in December. We have the money for that in hand, but we now require funds for staff and to arrange the exhibits. This is part of our request for this year.

Request for Funds To Conduct Archeological Research Overseas

We propose an appropriation of $1,300,000 for a program of grants to American universities and museums to conduct research in archeology overseas. Our budget proposes to finance this program by using foreign currencies determined by the Treasury Department to be in excess to the requirements of the United States.

Zoo Improvements

We are requesting $1,539,000 to continue the 10-year program of improvements at the zoo. This program will modernize the exhibition facilities, eliminate heavily traveled roadways bisecting the park, provide automobile parking areas and construct necessary public service and administrative facilities.

We are particularly anxious to preserve the natural beauty of the park, and this requires very careful planning in advance.

Restoration and Renovation of Buildings

We are also including a request for $2,248,000 for the restoration and renovation of buildings, principally the original Smithsonian Building. This will provide for general modernization of the third floor and installation of a new fourth floor in the center section which will soon be vacated by the Department of Botany.

In addition, we want to rehabilitate a portion of a rent-free building which we have been assigned for our use at the Naval Weapons Plant, which is used for marine biology at the present time by us.

I think that, in general, highlights our budget request.

National Air and Space Museum

Senator Young. Your statement indicates that architectural planning of the National Air and Space Museum will be completed during this fiscal year. When will you ask Congress for authorization to construct this building, and when will it be possible for you to ask for construction funds?

Mr. RIPLEY. Sir, a bill to authorize construction of the National Air and Space Museum has already been introduced on January 6 of this year, S. 94, by Senator Anderson, a Regent of the Smithsonian. It is expected that the bill will be introduced in the next several days in the House.

An authorization bill passed the Senate last year, but unfortunately, due to the pressure of adjournment, was lost in the House without passage, and so must be reintroduced this year.

We expect the building will be authorized for construction during the present session, and it will then be possible to submit a request for construction funds during this same session of Congress.

If the supplemental request should be approved, it will be possible to go right into construction this coming summer. If the request is deferred until the regular budget for fiscal year 1967, then we would have to defer construction 1 year.

ESTIMATED COST OF BUILDING

Senator YOUNG. What is the estimated cost of this building?

Mr. RIPLEY. The total estimated present cost for the building is $41,920,000. That includes parking facilities underground. The building, which is a very imaginative and stylish building, has already been approved by the National Capital Planning Commission and the Fine Arts Commission. It is one of the Fine Arts Commission's highlighted buildings of last year.

CIVIL SERVICE COMMISSION BUILDING

Senator YOUNG. What is the status of renovation work being done to convert the old Civil Service Commission Building to a Fine Arts and Portrait Gallery?

Mr. RIPLEY. This contract has been underway for several months. It was actually awarded in December 1964, to Grumley-Walsh, our contractor. We expect the building will be completed by November 1966.

The cost for this building, for which funds have been appropriated, totals $6,865,000.

Senator YOUNG. When do you expect to be able to open this facility to the public?

Mr. RIPLEY. We think that, based on the experience of similar galleries and exhibit areas, it will take about a year, and we should be able to open it in November 1967. It will be a great moment in the history of Washington when that combined gallery is opened.

CANAL ZONE STRUCTURE

Senator YOUNG. In listing the proposed increases for next year, I note an item to provide a dormitory in the Canal Zone Biological Area. How large will this structure be, and how much will you spend for it?

Mr. RIPLEY. The Panama Canal Company gave us an estimate in 1963 of $24,000 to build a dormitory-type building for the visiting scholars. This would include 4 bathrooms and 12 single rooms. We plan to use concrete block construction and slab with suspended ceilings and an aluminum roof.

We hope that we can do this on that budget, although, as you know, the building cost estimates change from year to year. This estimate is already a year old, but we are going to try, if we possibly can, to get this done for $24,000.

EDUCATION AND TRAINING DIVISION FUNDS

Senator YOUNG. Would you please discuss for the committee the various activities planned with the proposed increase in funds for your Education and Training Division?

Mr. RIPLEY. We plan to establish a cooperative program of research and training in the regular fields the Smithsonian undertakes.

One of our main problems in staffing is the fact that universities in general do not now have as many of the facilities for training graduate students in the areas of our traditional interests as we could wish for.

We hope by getting this cooperative program that we can take advanced students and actually have them perform tasks for us within our own laboratories, which not only enhances our own production, but also manages to get the students successfully trained for the careers which are available in this area.

For this, we need to make an effort on our own to offer help to the universities to get these young people trained. I think it is a very forward-looking step, and one which will be of great importance to the future of the Institution and, indeed, to the fields throughout the country.

TOTAL EMPLOYEES

Senator YOUNG. How many employees do you have?

Mr. RIPLEY. At the present time we have approximately 2,300 employees.

Senator YOUNG. Altogether?

Mr. RIPLEY. Throughout. I think it is 2,300.

Is that the figure?

Mr. BRADLEY. Sir, we have on board at the present moment a total employment under this appropriation, "Salaries and expenses," of just under 1,500. To that must be added other employees that are financed not under this appropriation, but under the proceeds of research contracts and research grants, and that brings the total up to about 2,300.

Senator YOUNG. How many people does it take to staff the Smithsonian Institution?

Mr. RIPLEY. Altogether?

Senator YOUNG. Yes.

Mr. RIPLEY. The total is approximately 2,300, if you add people on various scientific research grants and contracts.

STATUS OF ZOO

Senator YOUNG. What do you have to do with the zoo, then?

Mr. RIPLEY. The zoo is a bureau of the Smithsonian, and has employees, most of whom, of course, are essentially financed under the District appropriation.

Senator YOUNG. This operation is financed by the District of Columbia?

Mr. RIPLEY. Essentially by the District, and what we are doing through our budget is the capital improvement program, which is a 10-year program of renovating and improving facilities there. There are about 200 employees at the zoo.

SCIENTIFIC RESEARCH FUNDS

Senator YOUNG. I note an item of $350,000 which you request to accomplish scientific research formerly funded by the National Science Foundation. Why cannot funds continue to be acquired through the National Science Foundation, and what do you propose to do with the money for which you ask?

Mr. RIPLEY. This sum of $350,000 is the average sum which we have been receiving in grants each year from the National Science Foundation for our own research.

The Independent Offices Appropriation Act for fiscal 1965 includes a proviso prohibiting the transfer of funds for such purposes from one bureau to another, and recommended that the individual bureau ask for this directly from the Congress itself.

This is why we worked out the approximate figure that we had been getting in the past, and ask the Congress for it this year.

We intend to allocate this money in exactly the same way as when the National Science Foundation gave it to us. We will have to set up research panels to advise and judge the requests for grants and the same standards of excellence we anticipate will prevail as when the National Science Foundation awarded them to us in the open market, as it were. Other scientists were requesting these moneys from all over the country.

EXTENSION OF VISITING HOURS

Senator YOUNG. Last year Congress provided funds to permit you to keep certain of your buildings open during the evening and night hours. How did this work out?

Mr. RIPLEY. This was a wonderful success. We were very, very heartened and pleased about the response from the public.

As you know, thousands and thousands of people in the Washington area do not get a chance to get away during office hours, and are starved, as it were, for opportunities to visit these buildings at night.

We had an attendance in 2 months of 750,000 people, approximately, during these off hours. This is a tremendous demonstration of interest. We feel wholeheartedly this is a great public service, and we want to keep the museums open again this summer.

Senator YOUNG. Are any fees charged?

Mr. RIPLEY. No.

Senator YOUNG. I never could understand why we charge a fee, even though it is small, for people to visit the Ford Theater. When we get that rebuilt, I think we will have to get this fixed.

How much, if any, do you propose to use for this purpose in fiscal year 1966?

Mr. RIPLEY. In 5 months it will cost $365,000 in services to keep the buildings open. This includes lights, heat, air conditioning, janitors, guards, and the normal kind of maintenance required just for those hours.

Senator YOUNG. How would that figure out per additional visitor?

Mr. RIPLEY. I suppose around 30 cents.

Mr. BRADLEY. You can perhaps figure this way: We had three-quarters of a million visitors in 2 months, so we would have something better than a million and a half visitors in 5 months, and a million and a half divided into $350,000 would be 23 cents a person who enjoys entry.

Senator YOUNG. I know there are many visitors coming here from my State that are interested in these things more than anything else in Washington.

Mr. RIPLEY. Last year, including the zoo, we had 14 million visitors, which is a fantastic number.

Senator YOUNG. Mount Vernon seems to be the No. 1 attraction. I do not know how many visitors they have out there, but they must have a tremendous number, too.

Mr. RIPLEY. I do not have the figures offhand.

(The information requested follows:)

Attendance at Mt. Vernon in 1964 was 1,347,372.

Senator YOUNG. Probably not as many as you do. It is not as readily available.

Mr. RIPLEY. It does take a little while to get out there by bus or car.

ARCHEOLOGICAL RESEARCH AND EXCAVATION

Senator YOUNG. The Smithsonian Institution requests an appropriation of $1,300,000 to be derived from excess foreign currencies owned by the United States. The justification for this request will be placed in the record.

(The justification referred to follows:)

ARCHEOLOGICAL RESEARCH AND EXCAVATION

(SPECIAL FOREIGN CURRENCY PROGRAM)

An appropriation of $1,300,000 is requested for fiscal year 1966 to undertake a program of awarding grants to American universities, museums, or other institutions of higher learning interested in conducting research and excavation in archeology and related disciplines in foreign countries.

The Smithsonian makes this request in the firm belief that support to American archeology abroad constitutes a valuable and timely benefit to American scholarship and to the host nations as well. Archeology, which the Institution defines as both the humanistic and scientific approaches to the study of ancient man, is not a "dead science." In recent years radioactive carbon dating, isotope analysis, and other modern techniques have shed new and accurate light on the origins and migrations of peoples, crops, animals, and articles of manufacture. Thus, archeology today is not only the fountainhead of history, but a science which directly contributes to present-day understanding of interclutural relationships, land use, agriculture, and trade. The record of American universities or museums which have contributed in this manner to our knowledge of the heritage of man through fieldwork abroad is a distinguished one; it is a record that can be enormously enhanced by modest help in foreign currency grants.

To a degree not found in other disciplines, the costs of archeological expeditions are more directly expended in the field than in preparatory organization, in the salaries of foreman and laborers, for example, or construction of buildings to preserve equipment and excavations. A small amount of help in meeting local expenses can therefore often mean the difference between continuing or abandoning promising archeological projects. The value of such help has been proven by the grants which the Department of State formerly gave to various American universities and museums. The State Department now fully endorses Smithsonian assumption of this responsibility on the grounds that archeological programs most properly fall within this Institution's purview and competence.

Under this program, the Smithsonian would not itself be heavily engaged in oversea projects, but would instead set up an advisory group, composed of experts within the Institution and without, to make value judgments on the proposals of American private institutions and to award and administer foreign currency grants accordingly, for maximum benefit of all participating institutions, as well as the Smithsonian.

Typical project proposals which the Institution would consider might include surveys of prehistoric sites in Egypt, excavation of Biblical sites in Israel, surveys of the potentially rich Peshawar Plain in Pakistan, or research aimed at coordinating disparate archeological findings in various States of India, as a guide to future excavations. American institutions that have been and continue to be interested in such projects include Cornell, Pennsylvania, Harvard, New York University, Emory, Southern California, the University of Washington, Michigan, the American Museum of Natural History, the Fogg Art Museum, and many others.

The Smithsonian's authority and competence to be associated with archeological programs, here and abroad, are clear and long standing. Beyond James Smithson's original mandate for the increase and diffusion of knowledge, there is the historical fact of the Institution's early attention to archeology, beginning in 1847 when Secretary Joseph Henry recognized the importance of the findings of two American archeologists investigating Indian mounds in Ohio and published their work, "Ancient Monuments of the Mississippi Valley," a pioneer effort in American archeology and the Smithsonian's first scientific publication. Thereafter, Congress supported expeditions sponsored by the Smithsonian which scientifically explored the geology, archeology, and ethnology of our Western States. In 1879, aware of the increasing importance of these expeditions, Congress gave them a more established authority and regular appropriations by creating the U.S. Geological Survey within the Interior Department and the Bureau of Ethnology within the Smithsonian. That year, also, Congress directed that "all collections of * * * objects of natural history, archeology, and ethnology" made by Government agencies or parties for the Government of the United States be deposited in the Smithsonian's National Museum.

Today, the Smithsonian continues its concern with American archeology and maintains close contact with the leading American institutions and professional associations, including the Archeological Institute of America, which has its chartered address and holds its annual meetings at the Smithsonian. But the Institution has also gone on to preeminence in the study of man in many parts of the world. Among its curators are experts who have pursued archeological investigations in every major world area and have working relationships with many foreign institutions.

It is because of this past record and these presenty-day associations that the Institution believes it has a strong obligation to support American archeology in the developing countries. In certain of these countries, foreign currency excess conditions exist, principally in the Middle East, where American institutions face increasingly competitive interest by European nations. Such support will result in the enrichment of collections and the advancement of knowledge in American museums and public or private institutions of learning. It will also result in creating strong cooperative ties with the host nations, where archeology is universally welcomed as aid which goes to all sectors of society, from the foreign scholars working with Americans to the considerable number of laborers employed in the larger excavations, and as a proven stimulus to tourist industries.

Program support, plan of work

Staff and other expenses to administer this program have been included under "Salaries and expenses" rather than this appropriation on the advice of the Bureau of the Budget.

Oversea program, apportionment of foreign currencies

To finance the costs of this program of grants for archeological exploration, excavation, and research, the Institution will seek such foreign currencies as the Treasury Department has determined to be excess to the normal requirements of the United States. At the moment of writing, the excess currency countries, are India, Pakistan, Israel, Egypt, Poland, Yugoslavia, Burma, and Brazil.

Since the Smithsonian's most essential function in this program will be to evaluate future project proposals from other institutions, an exact country-by-country project inventory is neither possible nor necessary at this time. But estimates may be made from two sources. First, there are some six American archeological excavation or research projects which have in the past received modest foreign currency grants from the State Department which the Smithsonian would seriously

consider for continued support, since their importance is well known to the Institution. They are as follows:

Institution	Project	Estimated grant
Carnegie Museum, Pittsburgh Theological Seminary.	To continue excavations at Ashdod, Israel, which are important for amplification of Biblical history in the periods of the exodus from Egypt, the wanderings in the wilderness, and the conquest of the Promised Land.	$80,000
Corning Museum of Glass, Columbia, Mo., and Corning, N.Y.	To survey, record, and excavate Phoenician glass factories along the Israel coast which hold the key to ancient Mediterranean trade routes.	15,000
Hebrew Union College; Jerusalem School of Archeology.	To further survey and explore some 400 archeological sites in the Negev and to conduct seminars in Biblical archeology.	80,000
Institute of Mediterranean Studies (a nonprofit organization supported by 8 American universities and theological seminaries).	To continue excavations at Tell Nabila, Israel, site of the largest known Canaanite fortress and an iron age Israelite city.	55,000
American Research Center in Egypt, Inc. (a nonprofit study center supported by 10 American universities).	To generally support the center's research program, in the archeology of Egypt, which comprehends both surveys and excavations of Pharaonic, Hellenistic, Roman, and early Christian sites.	250,000
University of Washington, American Museum of Natural History.	To continue excavations important to the understanding of the birth of the Indus Valley civilization and its relation to Western culture, near Quetta, Pakistan.	75,000
Total		555,000

Second, in justice to the many essential study and excavation opportunities in both Pakistan, where very little archeological work has been done, and other of the excess countries listed above, the Smithsonian would want to devote at least half or more of its grant resources to pioneer projects.

The Institution has already received general expressions of interest from leading private institutions, including the University of Pennsylvania, Dumbarton Oaks, Harvard, and others, for projects in these countries, where American archeology is virtually unknown. The following are typical projects of this kind, along with cost estimates based on averages for major excavations, minor excavations or explorations, and surveys:

Country	Possible project	Estimated cost
India	Support to the American Institute of Indian Studies or similar organization for comprehensive surveys, research and recording of data on archeological sites of India, as a guide to future excavations.	$250,000
Do	Investigations and excavation of Mandu, the ruined capital city of the ancient State of Malwa and a cultural center of great antiquity.	150,000
Pakistan	Survey of the Peshawar Plain, a region of numerous town sites dating from the 1st to 5th centuries and the principal area of Alexandrine influence.	50,000
Do	Survey of potential sites in Baluchistan which should reveal much of Parthian and early Islamic influence on Indian culture.	30,000
Do	Field research on the numerous historical monuments of Thatta in Sind to provide clues about medieval and pre-Mughal civilizations, which, apart from architecture and paintings, are largely unknown.	30,000
Burma	Excavation of 6th and 7th century sites of Pagan in the Myingyan District which should provide significant information on the origins of Buddhism.	150,000
Do	Exploration of the Sivalik Hills, known to be of potential interest for remains of primates and early man.	15,000
Yugoslavia	Photographic surveys and documentation of 20 to 30 Byzantine monasteries.	20,000
Poland	Exploration and excavation of neolithic, early bronze age and historic sites in the Vistula and Oder River basins, to determine chronological patterns of settlement.	50,000
Total		745,000
Previously listed projects		555,000
Grand total		1,300,000

PURPOSE OF REQUEST

Senator YOUNG. Would you please discuss this program briefly for the committee?

Mr. RIPLEY. Yes, sir.

This appropriation is requested to undertake a program of awarding grants to universities which have in the past been getting similar sums of money for their research and excavation in archeology in foreign countries.

We make this request in the firm belief that support to American archeology abroad constitutes a valuable and very timely benefit to American scholarship and to the host nations, as well.

Archeology, which we define as both humanistic and scientific approaches to the study of ancient man, is certainly by no means a "dead science," especially in the classical lands of the Mediterranean and east to India.

It is extraordinary what good will these programs create in the nations where they are conducted. We would not be heavily engaged in the oversea projects, but we would set up an advisory group composed of our own authorities, and a panel from outside, to judge the proposals made by the American institutions, and to award and administer the grants to them for the benefit of all the participating institutions.

We have every belief that, as the father and mother of archeology in this country, the Smithsonian can perform this in a meritorious way.

The first archeological expeditions in this country were started by the Smithsonian in 1847, and the first publication was by the Smithsonian in 1848.

Senator YOUNG. What was that?

Mr. RIPLEY. It was Ancient Monuments of the Mississippi Valley. That was a famous expedition which was sponsored by the Smithsonian.

Senator YOUNG. Is the work which you propose to be done only in those countries where foreign currencies owned by the United States are in excess to the U.S. needs?

Mr. RIPLEY. Yes, sir, it is.

Senator YOUNG. This is a good expenditure of money.

Mr. RIPLEY. I think it would be a magnificent thing to accept this and to be able to carry it out.

EXPENDITURES IN INDIA AND EGYPT

Senator YOUNG. Will you get all the foreign currencies you can use, for example, in India?

Mr. RIPLEY. This has to be done, of course, with a joint panel of Indian experts. I have been in correspondence with the Ambassador about the possibility of developing something along these lines. As you know, in India there are tremendous sums of excess currencies.

Senator YOUNG. I think we have a big excess, too, in Egypt. Do you have a program in Egypt?

Mr. RIPLEY. Yes, there is at present an American study center in Cairo which has six or seven participating universities and institutions, and we would help to undertake some of the projects underwriting them through our support.

Senator YOUNG. How many American dollars will be required to administer this program?

Mr. RIPLEY. $115,000, altogether.

Senator YOUNG. Are they included in this budget estimate of $1,300,000?

Mr. RIPLEY. They are included under our "Salaries and expenses" appropriation.

Senator YOUNG. Would you just elaborate a little bit more on the kind of work you will be doing in Egypt? I am greatly interested in the history of Egypt.

Mr. RIPLEY. I have been very much interested in this myself. In fact, I am a thwarted archeologist, because when I was 13 I thought the one thing I wanted to be was an Egyptologist.

WORK IN EGYPT

There are a considerable number of excavations which have never been done in Egypt. One of the nice things about this is when you set up an excavation of this sort, the American team, consisting of 3 or 4 people, are in touch with anywhere from 200 to 500 Egyptians, and they have extremely close relations with them.

They are organizing in a common task, and really working like dirt farmers, excavating in the sand and dirt. They build up a very, very close personal friendship with these people. This has nothing to do with politics. This is people to people.

It is extraordinarily interesting in what great esteem the archeologists are held by the everyday people in these countries. I think it is a wonderful thing.

The areas which are particularly interesting today—some of them are not far from the pyramids, but further back into the desert—consist of a series of unexcavated, unworked pyramids in the area behind Memphis and behind the steep pyramids of Saqqarah, which previous expeditions have never gotten into at all.

There is just too much to do. And the Egyptian Government, their Antiquities Department, has indicated that they are perfectly willing to have foreign government nationals come in and do this work, because they realize they could never begin to get it done themselves. If we do not support some of the American institutions, it will be done, but it will be done by the West Germans, the Danes and Swedes, the French to a lesser extent, the Italians, and even the Indians who have had archeological work going on in Egypt for the last 5 or 6 years.

I think it is a very meritorious project.

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

Senator YOUNG. For fiscal year 1966 the Smithsonian Institution requests an appropriation of $1,539,000 for construction at the National Zoological Park. The justification for this request will be printed in the record.

(The justification referred to follows:)

CONSTRUCTION AND IMPROVEMENTS, NATIONAL ZOOLOGICAL PARK

Appropriated, fiscal year 1964	$1,275,000
Appropriated, fiscal year 1965	1,525,000
Estimate, fiscal year 1966	1,539,000

An appropriation of $1,539,000 is requested for the fourth year's capital improvement projects at the National Zoological Park. The 10-year program is designed to modernize the exhibition facilities, eliminate heavily traveled roadways bisecting the park, provide automobile parking areas, and construct necessary public service and administrative facilities.

Funds totaling $1,275,000 in fiscal year 1963, $1,275,000 in fiscal year 1964, and $1,525,000 in fiscal year 1965 have been appropriated for the first 3 years of a continuing program of capital improvements at the National Zoological Park. These appropriations have provided for relocation of the east-west road from Connecticut Avenue to Harvard Street; construction of the bird flight cage, and remodeling of the bird exhibition building; construction of exhibits and houses for hardy hoofed stock, delicate hoofed stock and deer; construction of two paved parking areas for visitors' automobiles and buses, a property yard, an incinerator, and planning and installation of new sewerage system and utilities.

There follows a summary of the projects to be undertaken with fiscal year 1966 funds.

Planning:	
Detailed plans and designs for fiscal year 1967 project	$149,000
Advance planning and consultation for fiscal year 1968 projects	20,000
Total planning	169,000
Construction:	
1. Hospital and research building and supporting areas	----------
2. Animal conditioning areas	----------
3. Supply, property, and transportation building	----------
4. Maintenance and repair shops	----------
5. Gardner's building (greenhouse)	1,370,000
Total	1,539,000

Planning, $169,000

Detailed plans and designs for fiscal year 1967, $134,000: Detailed plans will be made for the construction of a multiclimate house, a special environmental building which will be divided into the zones of climatic control to accommodate certain tropical, desert, and temperate zone creatures. In this building will be exhibited those peculiar species of animals which cannot be exhibited other than by duplicating their natural home, or are best kept under controlled conditions of temperature and humidity. Such animals include manatee, platypus, specialized monkeys and apes. The location of this building is west of the small mammal building and south of the elephant house.

Smithsonian Institution expenses, $15,000

The Smithsonian Institution will require $15,000 in fiscal year 1966 for the improvement program, including consultants' fees, travel for inspection of good design practices in other zoos, purchase of equipment, and similar expenses directly related to the program of improvements.

Advance planning and consultation for fiscal year 1968, $20,000

Advance plans will be made for constructing new exhibits for bears, goats, canines, and aquatic mammals, and for additional landscaping and parking.

Construction, $1,370,000

1. Hospital and research building, a bilevel structure to be situated on the side of the hill northwest of the Holt Mansion, will be constructed in fiscal year 1966. The animal hospital, with a series of administrative, clinical, animal holding, and post mortem areas, will be located in the lower level. An entrance lobby will serve both hospital and research facility.

The upper level will contain a library, conference room, four laboratories, and five multipurpose research rooms, with animal holding areas for animal behavior and breeding studies.

2. A 6-acre area surrounding the research building will be developed for conducting research in curatorial and husbandry techniques and behavioral and ecological factors. This animal conditioning area will include large mammal enclosures, small mammal "runs," large enclosure for birds and reptiles, concrete pool, and a mud-bottom pool.

3. A supply, property, and transportation building will be constructed near the Adams Mill Road entrance, removing commercial deliveries from the public areas.

It will house all zoo vehicles and mobile equipment and a maintenance garage. The upper level will be a property warehouse with loading docks.

4. A two-level building consisting of two large open areas will be built for the maintenance and repair shops. The carpentry, sheet metal, paint, cement, plumbing, machine, and electrical shops will be arranged according to the needs of their equipment and operation.

5. A gardener's building will be constructed directly southwest of the present administration building. This will consist of a 40- by 100-foot greenhouse of standard commercial design and a small area for offices, locker rooms, and equipment.

STATUS OF WORK

Senator YOUNG. What is the status of the work for which funds were provided in past years?

Mr. RIPLEY. We have received funds totaling $4,075,000 through 1965 for the first 3 years of this program. This has provided for relocation to the periphery of the park of the east-west road from Connecticut Avenue to Harvard Street; construction of the bird flight cage and reconstruction of the birdhouse itself; construction of two paved parking areas for visitors; an incinerator; and planning of new sewerage systems and utilities.

We have an unobligated balance as of January 31, 1965, of $2,281,000, and we estimate that $2 million will be obligated before the end of this year.

Senator YOUNG. Are you on schedule with your planned 10-year improvement program at the zoo?

Mr. RIPLEY. Would you like to speak to that, Mr. Bradley?

Mr. BRADLEY. Yes, sir. Mr. Chairman, we are nearly on schedule. There has been some slippage that we expect to overcome this spring.

First of all, the contemplated 10-year program would have had appropriations at the level of $1,700,000 each year, and so far we have $1,275,000, $1,275,000, and $1,525,000 and again we are asking for a million and a half.

If we can keep up our present level that is before you now, we can do it in 12 years, 9 years on top of the 3 that have gone by. We should about come up to that schedule by June 30 of this year.

PROPOSED PROJECTS FOR FISCAL YEAR 1966

Senator YOUNG. What projects do you propose to accomplish in the coming year?

Mr. BRADLEY. In the coming year we would like very much, sir, to undertake a hospital and a research building. This is an animal hospital and an animal research building, with the supporting animal conditioning areas nearby, and the utilities or backup works that make the whole park operate properly; the supply and property yard, the truck buildings, repair shops, greenhouse, and then the ancillary roads, walkway, grading, and retaining walks.

These, Mr. Chairman, are the very essential supporting features that make the park operate properly. These are the behind-the-scenes supporting facilities.

Senator YOUNG. How big a hospital will this be, and what will it do?

Mr. BRADLEY. This hospital and research building, together with the animal conditioning area, the service area, and related facilities, will cost $1,370,000. It will have a series of administrative, clinical,

animal holding, and post mortem areas, so that the veterinarians and the curators can learn the information about animals that we need to know. The building itself will comprise approximately 14,000 square feet.

We need to know what keeps them alive? Why did they die? What is their best diet, and nutrition? What are the breeding habits?

Senator YOUNG. Would you be situated so that you can hospitalize an elephant or a weasel?

Mr. BRADLEY. Yes, sir.

Mr. RIPLEY. I think that an elephant you will probably have to keep in its own enclosure, and just take care of it, and coddle it as best you can, but we can certainly handle the larger primates and hoof stock in the hospital we propose.

Senator YOUNG. How many veterinarians do you have?

Mr. RIPLEY. The Director himself is an experienced veterinarian. Dr. Gray is the principal veterinarian under him, and he has two assistants.

ANIMAL AND BIRD COLLECTION

Senator YOUNG. About how many animals and birds do you have out there?

Mr. BRADLEY. I have this figure in mind, sir. The count of the individual animals would approximate 3,000. In that 3,000 there would be approximately 850 different species represented on exhibition in the park.

Senator YOUNG. This is one of the better zoos in the United States, is it not?

Mr. BRADLEY. In respect to many features, yes. In respect to the animal collection we say yes, proudly and confidently. We have a large park, 165 acres, in a beautiful, topographically interesting park. In respect to the physical features that present the animals to the humans, however, that is where the 10-year construction program is needed, in order that we can better show natural habitat, remove the iron bars, and make more pleasurable and more natural the viewing of the animals by the people.

Mr. RIPLEY. Many of the buildings are hideously outmoded and old fashioned. This is an eyesore, and terribly important to get corrected.

VISITORS TO ZOO

Senator YOUNG. About how many visitors do you have at the zoo each year?

Mr. BRADLEY. The visitors in 1964 were over 3,900,000 in a year. We are probably now over 4 million annually.

Our difficulty in not giving an exact figure is that we still have arterial traffic going through the zoo, and it is a little difficult statistically to separate those traveling through the zoo in order to get home and those going into the zoo to visit.

Senator YOUNG. I like to drive through there, myself.

RESTORATION AND RENOVATION OF BUILDINGS

For fiscal year 1966 the Smithsonian Institution proposes an appropriation of $2,248,000 to restore and renovate the Smithsonian

Building and to alter some space now occupied by the Smithsonian Institution at the naval weapons plant.

The justification for this estimate will be included in the record.

(The justification referred to follows:)

RESTORATION AND RENOVATION OF BUILDINGS

An appropriation of $2,248,000 is requested for fiscal year 1966 for the restoration and renovation of the Smithsonian Building and for the alteration of occupied space at the naval weapons plant.

Smithsonian Institution Building

The sum of $2,054,000 is requested to modernize the third floor, install a fourth floor to provide urgently needed space, and to air condition the entire Smithsonian Building.

The expected completion of the west wing of the Natural History Building in 1965 will make possible the removal of the National Herbarium containing over 3 million botanical specimens, together with the curatorial and research offices of the department of botany, from the third floor and the improvised steel deck over the third floor. This will provide an extraordinary opportunity to acquire a substantial block of valuable office space within an existing building at minimum expense, by improving the usefulness of the upper floors of the building for curatorial and administrative work areas. The net gain in usable office area will be 20,000 square feet.

The Smithsonian Building is one of the important 19th-century buildings of our country and has been designated by many architectural historians as one to be preserved for its historical significance. It was the first building in America to be erected in the style termed by its designer as Lombard Romanesque. James Renwick, Jr., first president of the American Institute of Architects, was the designer.

The renovation of the third and fourth floors of the Smithsonian Building will include a new metal spiral stairway in the southwest tower between the third and fourth floors; two toilet rooms; new passenger elevator in the south tower with service stops at all five floors; and fluorescent lighting for the third and fourth floors.

In addition, for the comfort of the many visitors (1,311,000 in 1964) to the exhibition area of this building, as well as for the efficiency of workers in the administrative and curatorial offices, it is proposed that the entire building be air conditioned; the heating system be renovated; and that separate storm and sanitary sewers be provided for the entire building. An underground transformer vault will be installed.

The estimate of $2,054,000 for air conditioning the building, modernizing the third floor, and installing a new fourth floor has been provided by the Public Buildings Service, General Services Administration.

Alteration and improvement of space at naval weapons plant

The sum of $194,000 is required to convert 30,000 square feet of industrial-type building space at the naval weapons plant into research laboratories and workrooms for the Smithsonian's Museum of Natural History. The Institution is developing competence to handle the natural history specimens of marine organisms and sediments. This competence will supplement research developments in other agencies in the fields of sedimentology and marine biology.

The Smithsonian Institution is now occupying approximately 30,000 square feet of rent-free space at the naval weapons plant. The additional space will allow expansion of the sorting center and development of a sedimentation laboratory. It will provide for an identification service for specimens. An area equivalent to that already occupied will require extensive alterations and improvements to make it suitable for these scientific activities.

Included in the alteration work are installation of floor tile, steel shelving, new partitions, and ceilings; modifying the heating and lighting systems; replacement of windows; and repainting.

The estimate of $194,000 is based on the cost of converting the previously acquired space into research laboratories and workrooms.

EXPENDITURE OF FUNDS

Senator YOUNG. Will you please describe to the committee the amounts of money which you propose to expend at each of these places, and the reasons why it is desirable that these expenditures be made?

Mr. RIPLEY. Yes, sir.

We plan to spend $2,054,000 to restore and renovate the Smithsonian Building itself. That is the brownstone building on the Mall. This is a very important 19th-century building. It is one of the most important examples of its type architecturally in the country, and has recently been declared a historic landmark. It is also the home, sort of symbolic home, of the activities which have made the Smithsonian famous. We feel it deserves the kind of treatment inside which its outside symbolizes in being declared a historic landmark.

We are going to have the bicentennial celebration in September of the birth of Smithson, the benefactor who gave the money to the Nation to start the Institution; and we feel it is high time that we started appropriate renovation of the building to maintain its historic splendor and traditions.

This has been possible this year because the west wing of the Natural History Museum is being completed, and we will have a chance to remove the Department of Botany, which has been stored in the Smithsonian Building at considerable hazard to the specimens because of crowding. We will then have the opportunity to renovate the interior.

We want to install a fourth floor to provide urgently needed space, and to air condition the building, which will be possible now during the renovation which will give us the space to put in ducts and do that sort of work for the first time.

I think this will be an extraordinary opportunity to get us a substantial block of office and laboratory space within the existing building, at minimum cost, by improving the usefulness of the upper floors, as well as restoring the lower part of the building to its pristine elegance and splendor.

NAVAL WEAPONS PLANT

At the Naval Weapons Plant we propose to invest $194,000 to convert 30,000 square feet of industrial building space into research laboratories for the Museum of Natural History for marine biology.

Included in the alteration work will be installation of floor tiles, heating and lighting modifications. We are fortunate to have this building, because it is rent free.

Senator YOUNG. About how many items do you have altogether in the Smithsonian Institution?

Mr. RIPLEY. I think the approximate number is 59 million.

Senator YOUNG. No wonder I cannot see it all in an afternoon.

Thank you, Dr. Ripley.

NATIONAL GALLERY OF ART

STATEMENTS OF JOHN WALKER, DIRECTOR; ERNEST R. FEIDLER, ADMINISTRATOR; L. D. HAYES, ASSISTANT ADMINISTRATOR; AND E. JAMES ADAMS, ASSISTANT SECRETARY-TREASURER

1966 BUDGET REQUESTED—JUSTIFICATION

Senator YOUNG. Next we will hear the requests of the National Gallery of Art.

For fiscal year 1966 the National Gallery of Art requests an appropriation of $2,465,000, which is $318,000 more than the amount appropriated in the past fiscal year. It is expected that $72,000 will be requested as a fiscal year 1965 supplemental appropriation.

The justifications for this request will be included in the record.

(The justifications referrred to follow:)

HIGHLIGHT STATEMENT

The general policies followed by the trustees of the National Gallery of Art since the gallery was first opened to the public in 1941 are—

(1) to hold and administer the collections of works of art acquired by the Board;
(2) to give adequate protection thereto;
(3) to exhibit the collections regularly to the public free of charge; and
(4) to operate and maintain the gallery at a standard that will encourage the study of the fine arts throughout the Nation and will tend to attract gifts to the Nation's collections.

Pursuant to these policies works of art are acquired by gifts from public-spirited citizens, or by purchase from private funds available to the trustees. The acquisition in the past year of over 2,500 objects of graphic arts by gift of Lessing J. Rosenwald, and the acquisition of 236 paintings in the current year from the estate of the late Chester Dale require an increase of $35,000 in the 1966 budget to administer and make available to the public these new additions to the Nation's collections. Six new rooms to increase the area needed for the exhibition of the Chester Dale collection are being constructed from private funds at a cost of nearly one-quarter of a million dollars. These new gallery rooms will be opened to the public this spring.

The estimates for 1966 also include a $160,000 increase for extending the hours that the gallery is open to the public during the heavy tourist season—April 1 through August 31. During this period the gallery will open at noon on Sundays (2 hours earlier than at present), and remain open until 10 p.m. on weekdays (5 hours later than the present closing time). This proposed increase in the hours of public service is comparable to the later closing hours initiated July 1 of the current year by the Smithsonian Institution's museums in Washington. With this 7 percent increase in operating funds, the hours open to the public will be increased by 27 percent.

In implementation of the policy of encouraging the study of fine arts throughout the Nation, the gallery has expanded its extension service very significantly during the past 3 years. To meet more adequately the ever-increasing demand for the exhibits and other art-education materials loaned to schools and organizations throughout the United States, an additional $20,000 is requested for this program.

The remaining increases, totaling $31,000, are for the employment of guards for eight existing galleries closed most of the current year due to the construction

of new exhibition rooms, for an increase in the cost of restoration of works of art, and for salary increases provided by law.

The 1966 appropriation required to manage and operate the gallery under the policies and plans outlined above is $2,465,000—an increase of $246,000 over the amount anticipated to be available for the current year.

This request is based on the premises contained in section 4(a) of the joint resolution of Congress, March 24, 1937 (20 U.S.C. 71–75) in which:

"the faith of the United States is pledged that * * * the United States will provide such funds as may be necessary for the upkeep of the National Gallery of Art and the administrative expenses and costs of operation thereof, including the protection and care of works of art acquired by the Board, so that the National Gallery of Art shall be at all times properly maintained and the works of art contained therein shall be exhibited regularly to the general public free of charge."

SALARIES AND EXPENSES

Appropriation, 1964, including supplemental of $38,000	$2,176,000
Appropriation, 1965, including anticipated supplemental of $72,000	2,219,000

SUMMARY OF INCREASES AND DECREASES, 1966

1. To pay for a 27-percent increase in the hours the gallery is open to the public	+160,300
2. To pay salaries and related costs of 8 new positions due to increase in collections and services to the public	+42,800
3. To pay for higher average employment of guards (4 man-years)	+17,200
4. To pay the net cost of within-grade promotions	+11,900
5. To pay increase in contract for restoration of works of art	+2,000
6. To pay for office equipment for new employees and sofas for new exhibition rooms	+3,500
7. To pay for increase in extension service materials	+10,000
8. To pay for other minor increases	+1,000
9. Reduction due to 1 less holiday in 1966	−2,700
Net change, 1966	+246,000
Budget estimate, 1966	2,465,000

NOTE.—Increases and decreases have been rounded to the nearest $100.

EXPLANATION OF INCREASES AND DECREASES

1. Twenty-seven-percent increase in the hours the gallery is open to the public

The officers of the gallery have long felt that the greatest possible opportunity for seeing the Nation's art and historical treasures should be provided for visitors to Washington. Last year the Congress took the initiative in this matter by providing additional funds to the Smithsonian Institution for extending the public hours of several of their museums during the heavy spring and summer tourist season. From last July 1 through Labor Day these museums were kept open until 10 p.m. We understand that the popularity of public evening hours with Washington visitors during that period justifies the continuation of the practice. Therefore, the gallery plans to extend the hours the building is open to the public for the period, April 1 through August 31. During these 5 months the gallery will open at noon on Sundays (2 hours earlier than at present), and remain open until 10 p.m. on weekdays (5 hours later than the present closing time).

The staff required to be on duty during these additional public hours is as follows:

Guards	66
Telephone operator	1
Information clerks	2
Checkroom attendants	4
Nurse	1
Electrician	1
Restroom attendants	2

Additional man-hours of service for the 5-month period is 50,385. Part-time employment will be used to provide 41,649 man-hours of the total requirement. Overtime service, necessary to provide on duty a nucleus staff of experienced employees, will be used for the remaining 13,736 man-hours. The total cost of this increase in service to the public is $160,338, consisting of the following items:

Part-time employment	$81,636
Overtime pay	47,702
Nightwork differential	8,000
Personnel benefits	3,000
Uniforms for 50 part-time guards	5,000
Electric current for operating air conditioning and lighting during additional hours	15,000
Total	160,338

2. Eight new full-time permanent positions

Due to recent increases in the collections and increased demands from the public for the art-education materials loaned by the gallery's extension service, eight new positions are requested:

(*a*) 5 guards for protection of 6 new exhibition rooms (including cost of uniforms at $100 each)	$20,525
(*b*) 1 curator for extension service	10,250
(*c*) I museum aid for Print Section	5,000
(*d*) 1 secretary for curator	5,000
Personnel benefits for above positions	2,000
Total	42,775

A detailed explanation of the need for these new positions follows:

(*a*) *Five new guard positions.*—During the current year six new exhibition rooms are being constructed in an unfinished area of the gallery at a cost of nearly one-quarter of a million dollars provided from private funds. These new rooms, with other existing rooms, will be used for the exhibition of the important collection of the late Chester Dale recently bequeathed to the National Gallery of Art. Present plans are to open these rooms to the public shortly before July 1, 1965. Three guard posts are required for this new area to maintain the standard of protection which was established by the Trustees when the gallery was first opened to the public. To man three posts the 363 days of the year that the building is open, requires five additional guards, grade GS–3. The computation of this requirement is as follows:

Man-days of service required:
363 days in year×3 guard posts=1,089 man-days

Man-day of service per guard:
261 duty days—average of 30 days' leave (sick and annual)=231 days of service per employee

Employees required:
1,089 days of service: 231 days of service per employee=5

(*b*) *New curator for extension service.*—In July of 1960, the curator, Index of American Design was assigned the added responsibility of establishing and operating an extension service. Under this new program exhibits of large color reproductions of works of art, movies about the National Gallery, slide lecture sets, and other educational materials relating to the gallery's collections were to be lent to schools, clubs, and other organized groups throughout the country. The officers of the gallery felt that this was a service which should be available to the many thousands of citizens paying taxes to support the National Gallery, but who may never have an opportunity personally to view their national art treasures in Washington.

In fiscal year 1961, the first year of the new operation, materials were prepared and distributed to 1,703 borrowers with an estimated viewing by 148,000 people. In fiscal year 1962 the program reached an estimated 240,800 people. With only the original staff of the Index of American Design—the curator, a secretary, and a museum aid—an estimated 384,600 persons were served by the program in fiscal year 1963. Last year two museum aids were added to the program. This increase in staff enabled the service to reach an estimated 549,500 persons in 1964. It is now evident, after 4 years of experience with the program, that

additional professional help is required to determine the types of materials most useful, to write explanatory texts and lectures, and continually to evaluate the results of the program. For that purpose, an assistant curator, extension service, grade GS–12 is requested for fiscal year 1966.

(c) *New museum aid for print section.*—The graphic arts collection of the National Gallery now consists of over 25,000 objects. It is generally acknowledged to be one of the most magnificent collections in the country. Approximately 80 percent of the total collection has been acquired through gifts of Lessing J. Rosenwald. At present there are three positions allotted to the graphic arts program—a curator, grade GS–13, and two assistants, grades GS–10 and GS–9. Under the terms of the Rosenwald gifts, the major portion of the collection is maintained at Jenkintown, Pa., where the GS–13 curator, and GS–9 assistant are assigned. The GS–10 assistant is in charge of the some 5,000 items of the collection which is physically maintained at the gallery.

In 1960 a print study room and other facilities for the care and use of the graphic arts collection were completed at the gallery. The one assistant assigned to these facilities cannot provide the service to the public which was contemplated, and at the same time maintain the records, and care for the objects in that part of the collection housed in the gallery. It should be added that complete records of the total collection of some 25,000 items are to be maintained at the gallery.

The print study room, opened in 1960, can be used by scholars and students only when there is an attendant present to remove, replace, and account for the objects requested. This is standard security practice in all major museums in the United States and Europe. Many times during the past year this service was not available. In addition to the operation of the print study room, and the maintenance of records, the single employee at the gallery assigned to the graphic arts function carried the following workload in the past fiscal year:

(*a*) Answered approximately 1,200 inquiries, 700 by telephone and 500 by letters.

(*b*) Gave 920 expert opinions on graphic art objects to members of the public.

(*c*) Planned and supervised the installation of 11 print exhibitions in the gallery.

(*d*) Supervised the remounting and rematting of 225 prints.

The need for additional help in the graphic arts section has become extremely critical with the new gift of Lessing Rosenwald in June 1964, of over 2,500 prints. One museum aid, grade GS–5, has been included in the 1966 estimates to assist in the recording of these new objects, to maintain other records in a current condition, and to provide service to students and scholars using the print study room. Without this new position, it is questionable that the gallery will be able properly to discharge the obligations forming a condition of the deeds fo gift under which the graphic arts collection was acquired for the Nation.

(*d*) *One new secretary for curators.*—At present, the Office of the Chief Curator is staffed with eight professional employees (curators) and two secretaries. The curators, other than the Chief Curator who is not under the Classification Act, range in grades from GS–15 (Assistant Chief Curator) to GS–7 (research assistant). Primarily, the work of the professional staff results in written matter made a part of the record of each work of art, or made available to the public in lectures, catalogs, and other written forms. Other duties and responsibilities of curators include: (1) arranging for and installing special exhibitions of works of art from private collections or other museums throughout the world; (2) answering inquiries from the general public, scholars, and colleagues; and (3) giving expert opinions on works of art to members of the general public. The accomplishment of all of these activities entails much typed correspondence, typed labels, and typed reports.

Twice over the past 8 years the existence of a workload justifying the size of the professional staff of the Office of the Chief Curator has been presented to the Congress—first, in the 1958 budget when two new research positions were allowed, and second, in the 1964 budget when one additional research position was granted. Notwithstanding this growth in the professional staff (from five in 1942, to eight in 1964), the supporting staff of two stenographers has remained the same as in 1942, the first full year the gallery was open to the public.

With such a disproportionate staff, an explanation is needed as to how the efforts of the professional employees have been converted to a usable form. The answer is that three of these employees are fully qualified typists—two having started their careers at the gallery as secretaries some 15 years ago. These three employees, grades GS–11, 9, and 7, although highly qualified for their

professional levels, have not only produced their own work in finished type form, but also have frequently typed work for other curators. We fully recognize that this practice, which has gradually worsened with the increase in the professional staff, has resulted in a misassignment of duties, inefficient use of manpower, and the inability to accomplish the professional workload for which an adequate professional staff has been provided. To correct this condition, one additional secretary, grade GS–5, is requested for the Office of the Chief Curator.

3. Increase by 4 man-years of employment in present 128 guard positions

The normal average employment of 122 guards was reduced to 118 for the current year due to the necessity of closing 8 adjacent gallery rooms during the construction of the 6 new rooms mentioned in 2(*a*) above. To protect the exhibitions in these temporarily closed rooms, which will be open for the full year of 1966, an increase in average employment of 4 man-years is required.

4. Net cost of within-grade promotions

The net cost of withingrade promotions (including step promotions for wage board employees) is estimated at $11,902 for fiscal year 1966. This figure is the amount computed under a formula provided for the use of all agencies by the Bureau of the Budget.

5. Increase in amount of contract for restoration of works of art

Although the restoration of works of art is done under a contract with a private individual who is not an employee, the Gallery for many years has adhered to the policy of setting the amount of this contract at a level comparable to the salary of the GS–13. Under this established policy, the trustees plan an increase in the contract from $11,000 to $13,000 annually, effective July 1, 1965.

6. Office equipment for new employees and sofas for six new gallery rooms

Office equipment required for the three new employees justified on pages 7, 8, 9, 10, 11, 12, and 13 is estimated as follows:

3 desks	$450
3 chairs	150
2 electric typewriters	900
Total	1,500

For the comfort of the visitors to the Gallery, each of the larger exhibition rooms is furnished with two sofas positioned back to back in the center of the room. Two of the six new exhibition rooms now under construction are to be furnished with four sofas at an estimated cost of $500 each—total, $2,000.

7. Materials for the extension service

The phenomenal success of the Gallery's extension program established in July 1961 has been covered in some detail on pages 7, 8, and 9 in the justification for an assistant curator, extension service. Materials available for distribution by the service are now valued at approximately $40,000. The original purchase of most of the present inventory of materials was made from private funds in accordance with the statement made in the Gallery's 1964 budget wherein two museum aids were justified for the extension program. In the current year an additional $10,000 is being used from private funds to further increase the materials available for distribution. Thus, by the beginning of fiscal year 1966, the value of all materials in the program will be about $50,000. We estimated in the 1964 budget that the depreciation of materials used in the program would be 20 percent annually. Our experience since July 1961 supports this estimate. Therefore, in 1966 an estimated one-fifth of the materials (those put into use in 1961) will need to be replaced. The sum of $10,000 is included in this budget for that purpose.

8. Other increases in personnel compensation

Other increases consist of (1) a $200 increase in the cost for 1 extra compensable day due to the higher average employment estimated for 1966, and (2) an increase of $800 for paying the Public Law 88–426 pay increase for 3 additional days in 1966 (this increase became effective July 5 of the current year).

9. Decrease in personnel compensation due to one less holiday

There are nine holidays in the current year due to Inauguration Day. In 1966 there will be the normal eight holidays. Accordingly, the estimated amount for holiday compensation in 1966 shows a reduction of $2,700 from the current year estimate.

STATUS OF PROGRAM

Changes in management requirement

The average employment in 1964 (including the man-year equivalent of part-time and intermittent employment) was 307—7.1 man-years under the approved figure of 313.4. Savings from this reduced level of employment amounted to $34,557. Twenty-nine thousand dollars of this amount was returned to the Treasury at the end of the year. The remaining amount was used for miscellaneous increases in other objects.

Planned average employment for the current year is 312—1.4 less than approved in the 1965 budget. Wage board and pay act increases not provided for in the 1965 regular appropriation will amount to some $84,000. An estimated savings of $12,000 from the reduced level of employment will be applied to the pay increases, leaving $72,000 of the pay costs to be financed by a supplemental appropriation. All other objects in the 1965 budget are expected to run approximately as estimated in the approved budget.

Funds are requested for fiscal year 1966 to support an average employment of 344. This increase of 32 over the current year estimate includes 8 new full-time positions, part-time employment equivalent to 20 man-years, and a 4-man-year increase in the employment of guards. These additional employees will permit an increase in the number of hours the building is open to the public, provide protection for additional exhibition rooms, and help with the increased workload resulting from recent art acquisitions and greater demands from the public for art education materials. The program changes mentioned in connection with increases in employment also involve additional funds totaling $35,000 for supplies, equipment, and utility services.

Accessions

During the fiscal year 1964 there were 2,712 accessions by gifts, including 12 paintings, 5 sculptures, 4 objects of decorative art, and 2,691 graphic arts.

Special exhibitions

The following exhibitions were held at the National Gallery of Art during the fiscal year 1964:

Prints and drawings by Mary Cassatt from the Rosenwald collection—continued from previous fiscal year through September 12, 1963.

Landscape prints from the Rosenwald collection—continued from previous fiscal year through October 14, 1963.

Exhibition of modern prints and illustrated books from the Rosenwald collection—July 13 through September 2, 1963.

Water colors by J. M. W. Turner from the collection of the British Museum—September 15 through October 13, 1963.

Exhibition of etchings and mezzotints from J. M. W. Turner's "Liber Studiorum"—September 15 through October 13, 1963.

Eighteenth-century Venetian drawings from the Correr Museum—October 27 through November 24, 1963.

Eighteenth-century Venetian etchings from the National Gallery of Art collection—October 27 through November 24, 1963.

National Gallery of Art 1963 Christmas card subjects from the graphic arts—November 20 through December 10, and from December 17, 1963, through January 7, 1964.

Prints by Kathe Kollwitz from the Rosenwald collection in commemoration of Human Rights Weeks—December 10 through December 18, 1963.

Paintings from the Museum of Modern Art, New York—December 17, 1963, through March 22, 1964.

Expressionist prints from the Rosenwald collection—December 17, 1963, through March 22, 1964.

Thomas Rowlandson prints from the Rosenwald collection—January 7 through April 17, 1964.

Drawings from the National Gallery of Art collection—April 17, 1964, to continue into the next fiscal year.

Seven thousand years of Iranian art—June 7, 1964, to continue into the next fiscal year.

"Portrait of the Artist's Mother: Arrangement in Gray and Black, No. 1," by James Abbott McNeill Whistler. Lent by the Musée du Louvre—June 10 through June 30, 1964.

Whistler prints from the National Gallery of Art collection—June 10, 1964, to continue into the next fiscal year.

Exhibitions of recent accessions: "Joris W. Vezeler" and "Margaretha Boghe, Wife of Joris W. Vezeler" by Joos van Cleve—continued from the previous fiscal year through July 11, 1963; "The Bookseller's Wife" by Goya, August 30 through October 30, 1963; "The Assumption of the Virgin" by Poussin, November 17, 1963, through January 10, 1964.

Curatorial services

Advice was given regarding 1,918 works of art brought to the gallery for expert opinion and 20 visits to collections were made by members of the staff in connection with offer of gifts. About 6,700 inquiries, many of them requiring research, were answered verbally and by letter. The material in the Index of American Design was studied during the year by 319 persons doing special research or seeking material for use by designers, and for publication.

Extension service

This service circulates to the public the traveling exhibits, gallery films, and slide lecture sets. There are 44 exhibits in circulation, lent free of charge except for transportation charges. These were circulated in 399 bookings and were seen by an estimated 199,500 viewers. Eleven special exhibits, lent to a church organization for circulation in 96 bookings, were seen by 37,552 viewers. Thirteen copies each of 4 exhibits were lent to 13 New York State schools, having a total of 13,768 students—estimated viewers, 55,072 (4 different exhibits times 13,768 students). Seventeen copies of 2 films were circulated in 171 bookings and were seen by an estimated 51,300 viewers. A total of 1,174 sets of slide lectures on 8 subjects were circulated in 3,435 bookings and seen by approximately 206,100 viewers. The extension service, this year, reached approximately 549,524 persons, an increase over last year of 164,964. In addition, the Index of American Design had 32 traveling exhibitions (booked 58 times), and there were 145 bookings of index slide sets.

Education Office

The staff of the Education Office continued to give daily tours and talks in the galleries, morning and afternoon, throughout the year. The attendance for the scheduled tours was 40,801. Lectures, conferences, and tours given by special appointment served 17,371 visitors. There were 52 Sunday auditorium lectures illustrated with art films or slides, attended by 13,450 persons. Members of the Education Office gave 31 radio broadcasts during the year; 25 were newly prepared talks and 6 were recordings from prior years.

Library acquisitions

During the year the gallery library acquired 878 books, 975 pamphlets, and 1,652 periodicals. The library now has 21,274 books and 16,833 pamphlets.

Photographic laboratory

The photographic laboratory of the gallery made 6,540 color slides, 189 black-and-white slides, 1,532 negatives; 567 color transparencies; and infrared and ultraviolet photographs, in addition to the prints required for study work and sale to the public.

Concerts

The Sunday evening concerts in the east garden court, which are provided from private funds, were continued throughout the year. These concerts are free to the public.

Attendance and maintenance

There were 1,236,155 visitors to the gallery during fiscal year 1964. The attendance for the previous fiscal year was higher by 557,345 visitors. This resulted from the large number of people who came to see the Mona Lisa by Leonardo da Vinci when it was on exhibition at the National Gallery of Art for 27 days in fiscal year 1963. The average number of visitors daily during the past fiscal year was 3,415. This is the largest average in the past 10 years, save for those years in which occurred the unusually popular exhibitions of the Mona Lisa and the Tutankhamen Treasures. The gallery as a whole was maintained at a standard in keeping with the conditions of the gift of the building and the initial collection of works of art.

SALARIES AND EXPENSES

Obligations by object classification

		1964 actual	1965 estimate	1966 estimate
11	Personnel compensation	$1,705,863	$1,838,000	$2,042,000
12	Personnel benefits	125,580	136,100	142,100
21	Travel and transportation of persons	7,609	7,000	7,000
22	Transportation of things	572	600	600
23	Rent, communications, and utilities	130,514	134,700	149,700
24	Printing and reproduction	12,333	18,000	18,000
25	Other services	96,410	35,500	37,500
26	Supplies and materials	52,517	44,100	59,600
31	Equipment	15,820	5,000	8,500
	Total obligations	2,147,218	2,219,000	2,465,000

PREPARED STATEMENT

Senator YOUNG. If you have a written statement, please file it for the record and then highlight the past year's operations of the National Gallery of Art, and indicate what you expect to accomplish in the coming fiscal year.

Mr. WALKER. May I read my statement, sir? It is quite short, and I think you will find that it answers a great number of your questions.

Senator YOUNG. Yes, proceed.

Mr. WALKER. The estimated cost of operating the National Gallery of Art for the current fiscal year is $2,219,000. Our appropriation request for fiscal year 1966 is for $2,465,000, an increase over the current year of $246,000.

Of this increase, $160,300 is to cover the expense of extending the hours that the gallery is open to the public during the spring and summer. Other increases, totaling $85,700, in personnel costs and materials, are due principally to a significant growth in the collections, and a higher demand from the general public for the educational materials lent to schools and organized groups throughout the United States.

The Congress provided funds in the current appropriation of the Smithsonian Institution to keep some of their buildings open in the evenings during the heavy tourist season. We understand that many visitors to Washington last summer took advantage of this increased opportunity to see the historical and cultural exhibits in these buildings which were open at night, as you have just heard from Dr. Ripley.

The officers and trustees of the National Gallery of Art believe that every citizen coming to Washington should also be provided the greatest possible opportunity to see the Nation's art collections.

Therefore, we have included in this proposed appropriation $160,300 to pay the expenses for keeping the building open every evening during the months of April–August. The amount for this purpose represents less than a 7 percent addition to the appropriation, but will increase the hours the gallery is open to the public by 27 percent.

ADDITIONAL CONSTRUCTION

Only last month the construction of 6 new exhibition rooms was completed, to increase the space needed for showing the 236 paintings bequeathed to the gallery by the late Chester Dale. Also during the

past year we received over 2,500 objects of graphic arts by gift of Lessing J. Rosenwald.

Salaries and other expenses to administer and make these new gifts available to the public will require additional funds estimated at $35,000.

The remaining $51,000 in increases will provide one new position for our educational extension service, an increase of 4 man-years in the average employment of guards, an increase in the contract cost for restoration of works of art, payment of salary increases required by law, and the replacement of art educational materials lent to schools and other organized groups.

SUMMARY

In summation, the new positions we are requesting are: five GS–3 guards, one GS–5 museum aid, one GS–5 clerk-stenographer, and one GS–12 assistant curator for extension work.

Visitors to the National Gallery of Art last fiscal year totaled 1,236,155. This is the highest annual figure for the past 10 years, save for the 2 years in which occurred the unusually popular exhibitions of the Mona Lisa and the Tutankhamen treasures.

That concludes my statement, sir.

INCREASE IN EMPLOYMENT

Senator YOUNG. Your budget statement indicates that you will increase the employment of the National Art Gallery in the coming years. Would you indicate how many additional personnel will be required, how much this will cost, and why it is desirable that these additional personnel be obtained?

Mr. WALKER. May I ask the Administrator of the gallery to answer that, sir?

Mr. FEIDLER. The increase will be a total of eight new permanent positions for the ensuing year. The eight are made up of five guards for the six new gallery rooms, which will be open to the public during the ensuing fiscal year.

There will be one museum curator in the Extension Division who will be a grade GS–12.

One of the most satisfactory and successful programs we have had at the National Gallery of Art for the past several years has been our extension program by which we try to bring reproductions, slides, other educational materials on works of art in the National Gallery to schools and other groups throughout the United States.

We have been able to reach, and we think this is a very accurate figure, somewhere between 500,000 and 600,000 people in this past fiscal year.

The program has now grown to the place where we feel we need an additional man to write the lecture material, prepare the exhibitions, and so forth.

The other two persons involve one museum aid for the print or graphic arts department. We believe that is necessary because of the increase in our graphic arts collection.

NEW ITEMS RECEIVED

As Mr. Walker has said, we have received 2,500 new items in that collection just this past year. There is a growing interest in our print collection.

In 1960 we built a new print area in the National Gallery, and the various universities, colleges, in and around the city, are taking great advantage of it.

We have been doing this with only one employee in that area, and we feel that we may need another one.

The other employee is for the curatorial activity. We need a secretary there. In the chief curator's office we have eight curatorial people. We have two secretaries doing the work for all of these people. They answer some 1,200 letters a year in connection with works of art in the gallery and other inquiries from the public. There are extensive memorandums that have to be written about certain paintings, the research that has been done on them.

Frankly, we would not have been able to carry this load at all thus far had it not been that we had a certain amount of good fortune. Two of the eight people entered the gallery in the last 15 years as secretaries, and are still competent, capable secretaries, but we rather feel that it is a waste of grade 11 and grade 9 time for these professional employees to be doing their own secretarial work.

Furthermore, as you know, the gallery is a growing institution. As it grows, more and more things have to be done, and more and more work is required.

These are the eight positions.

Senator YOUNG. Do you not have some of the Dead Sea scrolls down there now?

Mr. FEIDLER. No, those are at the Smithsonian Institution.

EVENING AND SUNDAY OPENINGS OF GALLERY

Senator YOUNG. I am glad to see that you plan to have the National Gallery of Art open during evening hours and for a longer period on Sundays in the coming fiscal year. How much do you expect that this will cost?

Mr. FEIDLER. Yes, sir. We figure $160,300 for that. That will mean that we will be open every night from April through August, 5 months, until 10 o'clock in the evening. Those are the same hours the Smithsonian had so much success with during the past year.

We will open at 12 o'clock instead of 2 o'clock on Sunday, as has been our practice in the past.

As a result of this, we believe that we will have a sizable increase in our attendance, particularly in the spring months, when the great number of students come to Washington from all over the United States.

We feel that with the great art treasures that belong to the Nation, it is much better to have them coming to the National Gallery of Art than going up on 9th Street.

Senator YOUNG. I agree with you.

How many hours a day do you stay open during the week?

Mr. FEIDLER. During this period, from April through August, we will be open 12 hours a day, from 10 to 10.

Senator YOUNG. Do you have two shifts?

Mr. FEIDLER. Yes, we will have to have two shifts.

We propose to handle that, Senator, by using a sizable number of part-time employees this summer for our guard positions. However, we will have to work a number of our regular guards overtime.

We have worked out a system which we believe is satisfactory to give us a cadre of very well trained people to protect the art treasures of the gallery. It will take us, we believe, 66 guards, 1 telephone operator, 2 information clerks, 4 checkroom persons, a nurse, 1 electrician, and 2 restroom attendants on duty daily to remain open until 10 o'clock each night.

Senator YOUNG. I believe that is all.

Thank you very much.

Mr. WALKER. Thank you very much, Senator.

WEDNESDAY, ARCH 3, 1965.

NATIONAL COUNCIL ON THE ARTS

STATMENTS OF ROGER L. STEVENS, CHAIRMAN-ELECT, NATIONAL COUNCIL ON THE ARTS; JAMES SASSER, LIAISON OFFICER, PRESIDENTIAL COMMISSIONS; AND ART CRATEN, GENERAL SERVICES ADMINISTRATION.

BUDGET ESTIMATE FOR 1966

Senator YOUNG. Mr. Stevens, it is good to have you appear before this subcommittee.

Mr. STEVENS. Thank you, Mr. Chairman.

Senator YOUNG. There will be printed in the record the budget estimate for the National Council on the Arts for fiscal year 1966 in the amount of $150,000. This is $100,000 more than was appropriated to this agency in the last fiscal year.

(The estimate referred to follows:)

ESTIMATE OF APPROPRIATION, 1966

1965 appropriations	$50,000
Change	+100,000
1966 estimate	150,000

GENERAL STATEMENT

The National Council on the Arts has been created to provide such recognition and assistance as will encourage and promote the Nation's artistic and cultural progress. Its responsibilities will be to—

(1) Recommend ways to maintain and increase the cultural resources of the United States;

(2) Propose methods to encourage private initiative in the arts;

(3) Advise and consult with local, State, and Federal departments and agencies on methods by which to coordinate existing resources and facilities, and to foster artistic and cultural endeavors and the use of the arts, nationally and internationally; and

(4) Study and recommend methods to encourage and promote creativity, higher standards, and increased opportunities in the arts.

This request of $150,000 for fiscal year 1966 is to cover costs of the first full year of operations, including compensation for the Council Chairman, his staff, Council members and related expenses.

Personnel compensation and staffing

The amount of $94,000 for five permanent positions distributed as follows:

	1965	1966
Total permanent positions	4	5
Average employment	2	7

43-666—65—pt. 2——28

Summary statement on "Other objects" for 1966, $56,000

12 *Personnel benefits, $6,000.*—Includes contributions to retirement fund, $5,000; health benefits, $600; group insurance, $200; and Federal Insurance Contributions Act, $200.

21 *Travel and transportation of persons, $24,000.*—For travel and per diem expenses in connection with Council meetings and consultations with local, State, and Federal agencies: Council Chairman and staff, $15,000 (including oversea trips); Council members, $9,000.

23 *Rent, communications, and utilities, $6,000.*—For telephone and telegraph services, $5,500; and postage fees, $500.

24 *Printing and reproduction, $3,000.*—For printing and reproduction of studies, reports, and publications in connection with Council functions.

25 *Other services, $6,000.*—For payments to commercial contractors.

Services of other agencies, $10,000.—For administrative services by GSA.

26 *Supplies and materials, $1,000.*—For newspapers and periodicals.

Salaries and Expenses

Program and financing

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
Program by activities:			
10 Promotion of the arts (costs-obligations)	----------	50	150
Financing:			
40 New obligational authority (appropriation)	----------	50	150
Relation of obligations to expenditures:			
71 Total obligations (affecting expenditures)	----------	50	150
72 Obligated balance, start of year	----------	----------	10
74 Obligated balance, end of year	----------	−10	−10
90 Expenditures	----------	40	150

Object classification

[In thousands of dollars]

	1964 actual	1965 estimate	1966 estimate
Personnel compensation:			
11.1 Permanent positions	----------	34	70
11.3 Positions other than permanent	----------	----------	24
Total, personnel compensation	----------	34	94
12.0 Personnel benefits	----------	2	6
21.0 Travel and transportation of persons	----------	4	24
23.0 Rent, communications, and utilities	----------	3	6
24.0 Printing and reproduction	----------	1	3
25.1 Other services	----------	1	6
25.2 Services of other agencies	----------	4	10
26.0 Supplies and materials	----------	1	1
99.0 Total obligations	----------	50	150

Prepared Statement

Senator Young. Will you please submit your written statement for printing in the record and then summarize orally the plans which you have for the coming year?

Mr. Stevens. Yes, sir. I have a statement here which I will submit for the record.

(The statement referred to follows:)

STATEMENT OF ROGER L. STEVENS, SPECIAL ASSISTANT TO THE PRESIDENT OF THE ARTS

STATEMENT

The National Council on the Arts is requesting an appropriation of $150,000 which is an increase over the amount available for the fiscal year 1965. The Council was established in September 1964 but the members were appointed by the President only last week. As a consequence, the $50,000 which was appropriated for 1965 has been adequate up to the present time. However, it is expected that with the Council appointed, expenses will increase rapidly. The request for $150,000 for the fiscal year 1966 is to cover the first full year of operations, including compensation for the Council Chairman, his staff, Council members and related expenses.

A small staff has been assembled to prepare for the meetings and operations of the Council. It handles what are already numerous requests for information concerning the arts in this country. It therefore seems even now to be serving one of the implied purposes for which it was created—in acting as a source of information on the arts.

The Council is required to meet at least twice a year, but in order to carry out its legally specified functions it will probably be necessary to meet more often and to retain part-time consultants.

JUSTIFICATION

The estimate of funds needed to operate the National Council on the Arts during the fiscal year 1966 is $150,000. We are asking for the full amount authorized under Public Law 88–579 to carry out our planned program for fiscal year 1966 which includes compensation for the Council members, compensation for the staff, travel expenses, purchase of equipment and operating expenses plus employment of consultants on a temporary basis to make special studies and recommendations for the Council and to consult with local, state, and Federal authorities at the direction of the Council.

The National Council on the Arts was established in 1964 "to provide such recognition and assistance as will encourage and promote the Nation's artistic and cultural progress."

It is directed to recommend ways to maintain and increase the cultural resources of the United States; propose methods to encourage private initiative in the arts; advise and consult with local, State, and Federal departments and agencies on methods by which to coordinate existing resources and facilities, and to foster artistic and cultural endeavors and the use of the arts, nationally and internationally; and study and recommend methods to encourage and promote creativity, higher standards, and increased opportunities in the arts.

The current staff of the Council comprises a staff assistant (GS–13), a secretary (GS–7).

At present the specific functions of the Council staff have been as follows:

(*a*) Answer inquiries from private individuals, State and local arts agencies concerning the status of the Council, the activities of the Federal Government in the arts fields, requests for assistance or referral to appropriate Government agencies, requests from Members of Congress and Government agencies concerning individuals and organizations in the arts fields.

(*b*) Preparation of an agenda for meetings of the National Council on the Arts.

(*c*) Collection and preparation of projects and areas of activity for consideration of the National Council on the Arts.

Some of the projects which have been proposed for consideration of the Council and which it may choose to undertake are presented below. It should be pointed out that the Council need not limit itself to these proposals.

Development of State art councils and commissions

A program of development of State art councils would be undertaken. At present 25 States have official art councils, but of these only a few have programs in operation. Preliminary investigations indicate many are inactive because of lack of coordinated information and direction. These State councils want and should receive advice and encouragement from the National Council. Therefore, a twofold program would be necessary: (1) A program of assistance to existing art councils, and (2) a program of State conferences on the arts in those States which do not have councils to encourage the establishment of such organizations.

Survey of art needs and opportunities

In cooperation with State councils, the National Council on the Arts would establish a current inventory of art needs and opportunities.

Private participation in the arts

Private participation in the arts and culture of this country shall be encouraged to the greatest extent possible through foundations, private industry, and private organizations.

Interdepartmental Committee on the Arts

This would be made up of representatives of all Federal departments and agencies which have programs related to the arts. It would be set up to coordinate existing Federal art programs and to advise the National Council on the Arts as to existing resources in the fields of the arts in the Government.

Site visits

In order to assist State and local art groups, temporarily retained specialists on a per diem basis would make site visits to advise on the organization and program of local organizations.

Reference library on the arts

Compilation of a reference library of periodical material. The arts fields are very badly orgainzed as far as there being a central periodical reference point for the many publications in the field. The National Council on the Arts would not act as a lending library but would develop its own advisory facility.

Theater project

A project for consideration of the Council has been proposed concerning the great need for standard type theaters, preferably in shopping areas with big department stores and sufficient parking facilities which will bring more customers to the area and in turn more employment with the use of stagehands, performers, costume designers, etc. Thirty such standard plan theaters could be built with FHA financing across the country with substantial savings not only to the builders (plans and specifications would be exactly alike) but to the public who normally would have felt theater was out of their price range. Lower prices for tickets could be encouraged by the merchants themselves to bring more people into the shopping area. The communities in turn could use the facilities in the afternoon for meetings, fashion shows, card parties, children's activities, and the like. Eventually, the idea could be extended to concert halls and opera houses.

Inventory of performing artists and groups

The Council should endeavor to make a nationwide inventory of performing artists and groups ranging from folk arts, choral groups, small ensembles, orchestras, artists, etc., through private funds if possible. This will provide a means of participation in our program in practically every town of any size.

Legislative

The Council should watch carefully the bills which may have any bearing on art and culture and make the chairman and his staff available to congressional committees when called upon in behalf of such legislation.

Fine arts in public and Government buildings

Under existing regulations, one-half of 1 percent is allowed for fine arts in Government buildings as well as 1-percent allowance in FHA financed buildings. The Council should try to publicize the importance of this so that more builders will take advantage of this opportunity to present art to the people, thereby enhancing the beauty of our public buildings. This would not conflict with the activities of the Fine Arts Commission which is authorized to advise on questions of art in Federal buildings—in fact the two operations would be complementary.

SALARIES AND EXPENSES

Obligation basis

AMOUNTS AVAILABLE

1. New obligational authority:	
A. Appropriations realized	$50,000.00
B. Appropriations anticipated (indefinite)	----------
C. Other new authorizations ( )	----------
D. Net transfers (+ or −) ($)	----------
2. Unobligated balance:	
A. Brought forward July 1,	----------
B. Net transfers (+ or −) ($)	----------
3. Advances, reimbursements, and other income:	
A. Earned or received ($)	----------
B. Change in unfilled customers' orders (+ or −)	----------
C. Anticipated for rest of year	----------
4. Recoveries of prior obligations:	
A. Actual ($)	----------
B. Anticipated for rest of year	----------
5. Restoration (+) and writeoffs (−) ($)	----------
6. Total available	50,000.00

STATUS OF AMOUNTS AVAILABLE

7. Accrued expenditures ($)	5,229.46
8. Undelivered orders outstanding:	
A. Change in advances outstanding (+ or −)	----------
B. Change in unpaid undelivered orders (+ or −)	6,500.50
C. Adjustments and transfers (+ or −)	----------
9. Obligations incurred ($)	11,729.96
10. Unobligated balances of apportionments and reserves:	
A. Available category A apportionments	25,770.04
B. Available category B apportionments	----------
C. Apportionments for subsequent time periods	12,500.00
D. Reserves	----------
11. Other unobligated balances	----------
12. Total available	50,000.00

RELATION OF OBLIGATIONS TO NET DISBURSEMENTS

18. Net unpaid obligations:	
A. As of July 1	----------
B. Obligations transferred (+ or −)	----------
C. At end of reporting period	7,046.41
14. Net disbursements ($)	4,683.55

REASON FOR INCREASE IN ESTIMATE

Mr. STEVENS. The reason for the increase is the fact that the Council itself was just recently appointed by the President, even though the act was passed a few months ago, so we have not been operating at what you might call full schedule.

The $150,000 has been carefully thought out, and I think we can justify our expenditures.

Also, because of the fact that we had such limited funds last year, I did not take any salary, because there was no money to pay me.

Senator YOUNG. You worked, anyway?

Mr. STEVENS. Yes. Fortunately, I can afford it, but someone else might not have been able to.

RESPONSIBILITIES

Senator YOUNG. In your general statement you set forth four responsibilities. Can you furnish specific instances of how the Council will meet these responsibilities?

Mr. STEVENS. Sir, the Council is charged by Congress to:

1. Recommend ways to maintain and increase the cultural resources of the United States;

2. Propose methods to encourage private initiative in the area;

3. Advise and consult with local, State, and Federal departments and agencies on methods by which to coordinate existing resources and facilities, and to foster artistic and cultural endeavors and the use of the arts, nationally and internationally; and

4. Study and recommend methods to encourage and promote creativity, higher standards, and increased opportunities in the arts.

Now, there has been a great movement throughout the country to establish arts councils, both in States and in cities, and we expect one of the primary jobs that we will do, especially from a staff point of view, is to furnish information and services to these groups.

There seems to be a rising interest in the arts. They call it a "cultural explosion." I am sure that the first group that will be asked for information will be the National Council on the Arts.

Another job we expect to do—there has never been an inventory of our cultural resources. We just have no knowledge in that field at all. I think one of the first things we will do with our consultants is to see what we have.

Some private foundations have done a little work in that category, but I think the Congress will want to know these facts from actual investigation, if any legislation should come up in the future.

ACCOMPLISHMENTS

Senator YOUNG. Your first appropriation became available to you only within the last 3 months of last year. What were you able to accomplish with that $50,000?

Mr. STEVENS. The $50,000 would be spread over the 9 months. We just maintained a very small staff. We were constantly besieged with letters and requests for information.

Part of the duties of the Chairman of the National Council on the Arts, as also specified in the act, is to act as special assistant to the President and advise him on these matters, and, needless to say, there are constant requests for information that come to the President which are referred to me to answer.

We also have constant requests for speeches and public appearances, which require a great deal of research work.

Senator YOUNG. Would you please place in the record a list of the members of the National Council on the Arts?

Mr. STEVENS. I will, sir.

(The list referred to follows:)

LIST OF MEMBERS OF NATIONAL COUNCIL ON THE ARTS

[From the Office of the White House Press Secretary, the White House]

The White House announces the following people to serve on the Nationa Council on the Arts. Mr. Stevens will be nominated to the Senate; Dr. Ripley will be a member ex officio and the other members are designated by the President for terms ending in the indicated years.

NATIONAL COUNCIL ON THE ARTS

Chairman: Rogert L. Stevens, special assistant to the President on the Arts, New York City.

Class of 1970:

Albert Bush-Brown, head, Rhode Island School of Design, Providence, R.I.
Paul H. Engle, poet, writer, teacher, Cedar Rapids, Iowa.
Ralph Philip Hanes, president, Arts Council of America, Winston-Salem, N.C.
Rene d'Harnoncourt, folk art, Museum of Modern Art, director, New York City.
Oliver Smith, scenic designer, producer, painter, New York City.
Isaac Stern, muscian, New York City.
George Stevens, Sr., film director, Los Angeles, Calif.
Minoru Yamasaki, architect, Seattle, Wash., and Detroit, Mich.

Class of 1968:

Leonard Bernstein, composer, conductor, teacher, New York City.
Anthony A. Bliss, president, Metropolitan Opera, New York City.
David Brinkley, NBC news, Washington, D.C.
Warner Lawson, musician, educator, Washington, D.C.,
William Pereira, architect, teacher, former movie producer, Los Angeles, Calif.
Richard Rodgers, composer, producer, writer, Southport, Conn.
David Smith, sculptor, Bolton Landing, N.Y.
James Johnson Sweeeney, writer, museum director, Houston, Tex.

Class of 1966:

Elizabeth Ashely, actress, Los Angeles, Calif.
Agnes de Mille, choreographer, New York City.
Ralph Waldo Ellison, writer, lecturer, teacher, New York City.
Father Gilbert Hartke, clergyman, theatrical educator, director, District of Columbia.
Eleanor Lambert, fashion specialist; member, Council Fashion Designers, New York City.
Gregory Peck, actor, Los Angeles, Calif.
Otto Wittman, art museum director, Toledo, Ohio.
Stanley Young, author, publisher, executive director, ANTA, New York City.

Ex officio: Dr. S. Dillon Ripley, Secretary of the Smithsonian Institution.

APPROPRIATION LEGISLATION

Senator YOUNG. The legislation establishing the National Council on the Arts provides a total appropriation of $150,000. I understand that this is probably an error, in that the legislation should have provided for a $150,000 annual appropriation. Has legislation been introduced to correct this situation?

Mr. STEVENS. Yes, sir. A bill, H.R. 4714, was introduced in the House on February 9, and I understand Senator Pell has prepared a bill, and I think the phrase is "the bill is in the hopper," but it will be introduced tomorrow, and would have been today if the Senate had been in session.

This bill, for your information, Mr. Chairman, was passed the day before the Congress adjourned to go to the National Democratic Convention, and there was a lot of business before the House that day, and needless to say, when the amendment was introduced, they had in mind to limit the expenses to $150,000 a year, and inadvertently the word "annually" was left out.

I think everyone is agreed on that.

Senator YOUNG. You have spent a lifetime in the arts, have you not, Mr. Stevens? I am not very familiar with this, but I understand you have had a lot of success.

Mr. STEVENS. I do not know whether it has been successful, sir, but it has been a very interesting and rewarding career.

Senator YOUNG. Thank you.

SUBCOMMITTEE ADJOURNMENT

The subcommittee is adjourned until 10 a.m., Thursday, March 4, 1965, when we will consider budget requests of the National Capital Transportation Agency, Civil War Centennial Commission, Corregidor-Bataan Memorial Commission, and the Federal Coal Mine Safety Board of Review.

(Whereupon, at 11:30 a.m., Wednesday, March 3, 1965, the subcommittee adjourned, to reconvene at 10 a.m., Thursday, March 4, 1965.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

THURSDAY, MARCH 4, 1965

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

The subcommittee met at 10:15 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. Alan Bible temporarily presiding.

Present: Senator Bible.

CIVIL WAR CENTENNIAL COMMISSION

STATEMENTS OF HON. RALPH W. YARBOROUGH, A U.S. SENATOR FROM THE STATE OF TEXAS, AND MEMBER; AND DR. JAMES I. ROBERTSON, JR., EXECUTIVE DIRECTOR

FISCAL YEARS 1965 AND 1966 BUDGET ESTIMATES THE SAME

Senator BIBLE. The subcommittee will come to order.

This is the time we have set for hearings on the budget of the Civil War Centennial Commission.

For the fiscal year 1966 the Civil War Centennial Commission proposes a budget of $100,000, the same amount as was appropriated to this agency in fiscal year 1965. The justification statement submitted in support of this request will be printed in the record.

(The justification referred to follows:)

Appropriation, 1964	$100,000
Appropriation, 1965	100,000
Budget estimate, 1966	100,000

Analysis by activities

Activity	Fiscal year 1964 amount available	Fiscal year 1965			
		Total appropriation	Pay cost supplemental	Transfers	Amount available
Planning the commemoration	$99,804	$100,000			$100,000
Unobligated balance lapsing	196				
Total	100,000	100,000			100,000

Activity	Fiscal year 1964 amount available	Fiscal year 1965 amount available	Fiscal year 1966 estimate	Increase compared with 1965
Planning the commemoration	$99,804	$100,000	$100,000	
Unobligated balance lapsing	196			
Total	100,000	100,000	100,000	

JUSTIFICATION

CIVIL WAR CENTENNIAL COMMISSION

The estimate of $100,000 for 1966 is the same as the 1965 appropriation.

By law, the Commission's life will cease on May 1, 1966, 2 months prior to the expiration of the fiscal year. While normal operating costs for these 10 months would of course be less than those for 12 months, the request for the authorized amount is based on three offsetting factors: (1) the cost of printing and distributing the Commission's final report to Congress; (2) continued absorption of the full amount of recent statutory pay increases for staff members; (3) terminal annual leave for the staff.

During the 10-month operation in 1966, the Commission will complete the research and editorial work remaining to be done on its "Impact Series."

It will likewise complete its second major scholarly work: the annotated bibliography of 10–12,000 books in print on the Civil War. Every effort will be made to find a publisher who is willing to bear all or most of the cost of printing and distributing copies of the bibliography. If this effort fails and the Commission itself assumes the cost, it will probably use a photo-offset reproduction process rather than the more expensive conventional printing.

Throughout the 10-month period in fiscal year 1966, the Commission will take all steps needed to complete its liquidation by May 1. It will transfer its records to the National Archives and Records Service, in accordance with schedules worked out with that agency well in advance of the termination date. It will deposit any donated Civil War books, printed matter, relics, and memorabilia in the manner prescribed by the second paragraph of section 5(a) of Public Law 85–305 (71 Stat. 626) and will transfer or dispose of other Commission property remaining on termination in accordance with section 6(d) of that statute.

As its final major activity, the Commission will prepare and submit its terminal report. Because of the importance of this document, the Commission will prepare it with great care. It will be an accurate and informative administrative report, an accounting to Congress of the Commission's stewardship. The Commission will strive to make it also an authoritative history of the centennial and an enduring contribution to the literature of that commemoration.

Itemization of estimate

	Actual, 1964	Available, 1965	Estimate, 1966	Increase (+) or decrease (−)
Program and financing:				
Total obligations	$99,804	$100,000	$100,000	
Unobligated balance	196			
Appropriation	100,000	100,000	100,000	
Obligations by objects:				
11 Personnel compensation	54,313	58,000	56,000	−$2,000
12 Personnel benefits	2,697	4,000	4,000	
21 Travel and transportation of persons	4,765	9,000	6,000	−3,000
22 Transportation of things	1,423			
23 Rent, communications, and utilities	2,666	3,000	3,000	
24 Printing and reproduction	17,693	12,000	16,000	+4,000
25 Other services	15,886	13,000	13,000	
26 Supplies and materials	361	1,000	2,000	+1,000
Total obligations	99,804	100,000	100,000	

STATEMENT OF SENATOR YARBOROUGH

Senator BIBLE. Our first witness on this particular item is our distinguished Senator from Texas, Senator Ralph Yarborough. Senator, if you so desire you may file your statement for the record.

(The statement referred to follows:)

BUDGET REQUEST, 1966

Mr. Chairman and members of the subcommittee, I greatly appreciate this opportunity to be with you today in support of the Civil War Centennial Commission's request for funds for the fiscal year 1966.

By law, as you know, the Commission's life terminates no later than May 1, 1966. This, then, is the Commission's final request for funds, and the money it now seeks will be used for completing its work and winding up its affairs. As the justification succinctly sets these out, I should like to comment a little more broadly on two or three points that I believe are relevant.

In retrospect, I feel that the centennial has been a splendid experience. Its scope has been nationwide; 44 State commissions and hundreds of county and city committees have been actively involved. All of them have worked hard and well. Almost without exception they have undertaken some type of educational program. They have stressed the historical aspects of the Civil War through publications, broadcasts, newspaper feature articles, and commemorative ceremonies. While most of their publications have been directed to schoolchildren and the general reader—certainly a worthy and needed end—a number have reflected a high level of research and scholarship.

In addition, these State and local commissions have shown great ingenuity in utilizing the skills, the talents, and the resources of entire local communities in tasteful and useful projects. And in the overwhelming majority of cases these projects have stressed the Nation's unity and have been devoid of sectional bias or discord.

My judgment, therefore, is that the centennial has been a constructive force and that the State and local commissions deserve a hearty salute. More concretely, for our purposes today, I am glad to say that the National Commission's final report, to be submitted to the Congress, will fully describe the role of these agencies.

It is also my judgment that the National Commission's contributions have been of genuine and lasting importance. For one thing, I believe that it did much to set the tone of the entire centennial, to direct it into useful channels. It did this in part by example and in part by stimulating and encouraging the hundreds of other participating organizations to develop useful and educative activities.

In addition, the things the Commission has directly undertaken are significant. Consider the two public events that it arranged—one at the Lincoln Memorial in September of 1962 and the other an evening of addresses the following January. Both of these were described in testimony last year. I mention these now only to say that they set a standard of excellence that is seldom equaled by agencies engaged in commemorative activities.

Of perhaps even greater value are the impact series and the bibliography. From earlier testimony you also know of these. In my view both projects will be of incalculable value. The impact series will give us, for the first time, an analysis of the consequences of the Civil War—its consequences and impact in every broad field of American life. This series alone would be a splendid testament of the centennial. But when coupled with the bibliography, the result will be extraordinarily valuable. Together, these two projects, when completed, will add immeasurably to the really useful literature about the Civil War. I am confident that they will influence the course of future scholarship in that field.

Those projects are well along. It will be the Commission's aim to complete them by next spring. If you share my view of their importance, I believe that you will want the Commission to finish them and thereby to leave a practical and tangible legacy to which all of us can be proud.

You have been generous in your support of the Commission; all of us who are members of it are deeply grateful.

Let me thank you personally for that support and for the privilege of appearing before you today.

SUPPORT OF COMMISSION'S REQUEST FOR FUNDS

Senator YARBOROUGH. Mr. Chairman and members of the subcommittee, I appreciate this opportunity to be with you today in support of the Civil War Centennial Commission's request for funds for the fiscal year 1966.

As you know, the Commission's life terminates no later than May 1, 1966. This is the Commission's final request for funds, and the money it now seeks will be used for completing its work in winding up its affairs.

It will be completing the historic publications it has undertaken and is helping on.

I would just like to comment on two or three more of the points I believe are relevant to this. Dr. Robertson is here to speak on detail and will answer specific requests.

I feel that the centennial has been a splendid experience. Its scope has been nationwide and there have been 44 State commissions and hundreds of county and city committees actively involved.

HISTORICAL ASPECTS OF CIVIL WAR

All of them have worked hard and well. Almost without exception they have undertaken some type of educational programs. They have stressed the historical aspects of the Civil War through publications, broadcasts, newspaper feature articles, and commemorative ceremonies.

Other publications have been directed to schoolchildren and the general reader, which is certainly a worthy and needed end, but a number have reflected a high level of research and scholarship.

In addition, the State and local commissions have shown great ingenuity in utilizing the skills, the talents and the resources of entire local communities in this project.

The centennial has been a constructive force, and the State and local commissions deserve a hearty salute for the manner in which they have conducted their projects under the stimulus of this broad campaign.

I think the National Commission's final report, to be submitted to the Congress, will fully describe the role of these agencies. The committee when it receives this report will consider this money has been well spent, I am sure.

This Nation has had a number of commissions in the past to commemorate historical events, and I think the record of this commission will be worthy to be ranked along with the best.

The National Commission's contributions have been genuine and lasting importance.

Consider the two public events the commission arranged, one at the Lincoln Memorial in September of 1962, and the other an evening of addresses the following January of 1963, commemorating the Emancipation Proclamation. These were described in full last year to this committee.

OBJECTIVE VIEW OF CIVIL WAR

But the "Impact Series" and the "Bibliography" will be of the most lasting historic importance. I think out of those, Mr. Chairman, we will obtain a more objective view of the Civil War, the forces that

were in conflict in it, the economic forces, the effort of the old agricultural order to remain dominant in the Government as it had been since its founding, and the upthrust of the new industrial society reaching for leadership and getting leadership in the war.

I think the understanding of these economic forces will be of great benefit to America's understanding as to what our historical pattern has been in the past. I commend Dr. Robertson and the Commission for making such a deep historic study rather than doing something superficial as has been done many times in the past.

In using the term "superficial," I do not criticize displays such as battle reenactments, for I like them. I attended the reenactment of First Manassas because I like display.

I think the Commission is spending its money wisely in making a searching analysis of the forces of the old agricultural system and the new industrialism that clashed.

Thank you, Mr. Chairman.

Senator BIBLE. Thank you very much, Senator Yarborough. That is a very effective statement and we appreciate your presence here this morning.

Senator YARBOROUGH. I would like to present Dr. Robertson.

Dr. ROBERTSON. Thank you, Senator Yarborough, I know how busy you are.

Senator BIBLE. All right, you may proceed, Dr. Robertson.

You have your statement and it will be incorporated in full in the record at this point. You may highlight it, if you wish.

(The statement referred to follows:)

STATEMENT OF EXECUTIVE DIRECTOR

SUCCESS OF THE COMMISSION

As the Civil War Centennial Commission begins its final year of operations, both its members and its staff believe that the centennial has been a solid success.

Events during the past 12 months, since we appeared before you 1 year ago, support that belief. Almost 200,000 copies of the booklet, "The Civil War," have been distributed. As you know, the Commission prepared this 68-page, illustrated account of the conflict primarily for high school students. You will recall that within the limits of our available funds, we undertook to give copies of it to the Nation's schools and history classes. But, to our delight and dismay, so great was the demand that neither our budget nor our staff could meet it. We therefore turned the entire task over to the Superintendent of Documents. Since that time, he has ordered additional printings and filled requests numbering more than 100,000. These are in addition to the 65,000 copies that the Commission staff mailed out earlier.

The Commission is pleased that its booklet has reached so many school students and has met a pressing need on the part of young readers interested in history.

Another useful accomplishment has been the publication of the symposium addresses given in January 1963 by Robert Lowell, poet; John Dos Passos, novelist; Reinhold Niebuhr, theologian; Arthur Goodhart, legal scholar; and Paul Douglas, U.S. Senator. These splendid addresses now comprise a handsome book, published by the University of Illinois Press, largely as a public service and at only minor cost to the Commission.

On June 9–17, 1964, the Commission sponsored its seventh national assembly. Site of the meeting was Atlanta, Ga. Distinguished scholars, representatives from State and local centennial agencies, and Civil War enthusiasts flocked in record numbers to this convention. It was one of the first fully integrated conventions held in Atlanta; no unpleasantries marred the meeting, which everyone concerned pronounced the best in the National Commission's history.

The Commission's efforts in the past year have also been directed in other channel. First, we have continued our liaison with, and assistance to, the 39 official State centennial commissions and the more than 200 local centennial committees. We continued to fill countless requests for information on the Civil War. In addition, both Commission and staff members have addressed numerous commemorations and centennial observances held across the Nation.

On a more lasting basis, the Commission is hard at work on two monumental publishing ventures.

One is the 15-volume "Impact Series." Each of these volumes (350,000 to 400,000 words in length) will treat of the impact of the Civil War on such nonmilitary aspects of American life as religion, women, agriculture, industry, and medicine. All authors involved in this project are working diligently. The first of these volumes will be published late this year. Alfred A. Knopf, Inc., has agreed to publish the volumes at no expense to the Government—save some research assistance which the National Commission is empowered to give to the authors. This project was discussed in full before the Appropriations Subcommittee at last year's hearings. The Commission is grateful for the Congress' endorsement of the "Impact Series," and it is proud of the progress made to date on this important literary contribution to American history.

The second publication venture is one in which the Commission is more intimately involved. Last year we reported to the Congress our hopes to initiate work on the first comprehensive and annotated bibliography of Civil War literature. That project is now well underway. Fifteen compilers, dividing the Civil War field into as many subdivisions, are analyzing some 20,000 books that have been printed about this conflict. Some of America's foremost scholars have agreed to serve as senior board of editors and to review all entries submitted.

It is the Commission's plan to publish this massive listing by economical offset method. We hope to begin publication in the coming fiscal year. The Library of Congress may possibly assist the Commission in putting this bibliography into print by allowing us to use their duplicating facilities. Should this arrangement not materialize, the Commission will then consider several commercial publishers who have expressed keen interest in the project.

The very scope of this undertaking demands that the Commission direct it to completion. Funds must be allocated for consultations, research, file cards, typing, and other incidentals. The Commission will strive to the fullest to complete and publish this important reference guide at a minimum of expense.

In its last year of existence, the Commission looks forward to a number of valuable activities.

Foremost will be its cumulative report to the Congress of events and achievements of the entire 1961–65 commemorative period. Preliminary work has already begun on this report. The Commission hopes its funds will be sufficient to underwrite the costs of printing and distributing copies of the report to Members of Congress and other interested persons.

The eighth and final national assembly, sponsored by the Commission, will be held May 1–4, 1965, in Springfield, Ill. The dates and site were purposefully selected to coincide with the centenary of Lincoln's interment. A full and well-rounded program is planned, and this final convention promises to draw a record attendance from all sections of the Nation.

Naturally, the Commission headquarters will continue in fiscal year 1966 to fill requests for data on the 1861–65 period and to render every assistance to Congress, scholars, students, and history enthusiasts.

The Commission members are keenly aware of the understanding, the encouragement, and the generous support that this committee and the Congress have accorded to our efforts. For this we are deeply grateful. And so are thousands of other Americans throughout the Nation; this I know from personal experience.

So we join those thousands in expressing our thanks and in believing that the centennial has enriched the Nation's life and strengthened its sense of unity.

EXPIRATION OF THE COMMISSION

Dr. ROBERTSON. Thank you; I would rather not read the statement. Senator Yarborough stated everything so well, it would be superfluous for me to go into detail. I would like to point out, however, this will be the Commission's last year; namely, 1966.

Most of our efforts will be in completing those projects in which we are engaged and reporting finally to Congress.

Senator BIBLE. Why do you need $100,000 to complete your projects?

Dr. ROBERTSON. As the statement will show, we are engaged in plans for our forthcoming national assembly to be held in Springfield, Ill. The dates and the site were purposely selected to coincide with the centennial of Lincoln's death.

It will also be used to assist us in answering the hundreds of requests we get daily for information on the war. These will have to be carried through for the next year.

REDUCTION IN PERSONNEL

Senator BIBLE. How much of the $100,000 will be used in the payment of personnel?

Dr. ROBERTSON. Up until this year I believe about 57 percent or thereabouts of our appropriation went into salaries. That will be less. We do plan to reduce the staff somewhat this last fiscal year.

Senator BIBLE. How many people will you have? If I read this correctly, you don't reduce it very much. You reduce it from whatever percentage you use to 56 percent, which isn't much of a reduction. You show personnel compensation of $56,000. How many people does that represent and what do they do?

Dr. ROBERTSON. Up until this year it would have represented five; now we plan to cut it to four or possibly three, depending on various things.

Senator BIBLE. What is the salary range?

Dr. ROBERTSON. From my own, GS–15, to normal secretarial.

Senator BIBLE. A staff of three or four to wind up your labors rather than a normal staff of five?

Dr. ROBERTSON. Yes, sir.

Senator BIBLE. I would anticipate a saving of more than $2,000.

Dr. ROBERTSON. Yes, but there are other things that are not in our appropriation. You see, we are not asking for an increase; we hope to take the money from one heading and put it in another.

Senator BIBLE. You have to take two people off the payroll and the money you save will be sufficient for your final report?

Dr. ROBERTSON. Yes, and carrying out publication projects, too.

Senator BIBLE. You have an item of "Printing and reproduction" of $16,000.

Dr. ROBERTSON. That is for pamphlets and other publications put out beyond the final report.

ADEQUACY OF BUDGET REQUEST

Senator BIBLE. You feel confident $100,000 will complete the financing necessary to wind up your Civil War Centennial Commission this year?

Dr. ROBERTSON. Well, sir; we are not confident but we are going to make it wind it up if we can.

Senator BIBLE. As I understand it, that is the legislative legal ceiling and I would think this committee would take a very dim view of any request for supplemental funds.

Dr. ROBERTSON. No, we don't expect supplemental funds.

Senator BIBLE. I certainly hope you stay completely within the ceiling.

Dr. ROBERTSON. Yes, we plan to, in all seriousness.

Senator BIBLE. Thank you, Mr. Robertson, I have no further questions.

FEDERAL COAL MINE SAFETY BOARD OF REVIEW

STATEMENTS OF CHARLES R. FERGUSON, BOARD MEMBER; GEORGE C. TREVORROW, BOARD MEMBER; TROY L. BACK, EXECUTIVE SECRETARY; AND ROBERT J. FREEHLING, GENERAL COUNSEL

COMPARISON OF BUDGET ESTIMATES FOR 1965 AND 1966

Senator BIBLE. Our next witnesses are on the Federal Coal Mine Safety Board of Review. They are Mr. Charles R. Ferguson, Mr. George C. Trevorrow, both of whom are Board members; Mr. Troy L. Back, Executive Secretary; and Mr. Robert J. Freehling, the General Counsel.

There will be placed in the record the justification statement for the budget request of the Federal Coal Mine Safety Board of Review. For fiscal year 1966 this Board requests an appropriation of $71,500, which is $4,000 over the amount appropriated in fiscal year 1965.

(The justification referred to follows:)

JUSTIFICATION OF 1966 BUDGET ESTIMATE

REQUIREMENTS FOR 1966

The Board is requesting an appropriation of $71,500, of which $62,743 is for "Personnel compensation" and $8,757 is for "Other obligations." This amount is $4,000 over that appropriated for fiscal 1965 (before enactment of the Federal Employees Salary Act of 1964). Such increase is necessary, almost in its entirety, to afford funds for additions in direct pay and other related costs, as required by law, for the present minimal staff of the Board.

CREATION OF THE BOARD

The creation of the Board is provided for in title II of the Federal Coal Mine Safety Act, Public Law 552, 82d Congress, which act became effective on July 16, 1952, and reads in pertinent part, as follows:

"SEC. 205. (a) An agency is hereby created to be known as the Federal Coal Mine Safety Board of Review, which shall be composed of three members who shall be appointed by the President, by and with the advice and consent of the Senate."

In brief, the present act amends the Federal Coal Mine Inspection and Investigation Act of May 7, 1941, Public Law 49, 77th Congress, by authorizing representatives of the Bureau of Mines to control certain dangerous conditions and practices which might result in major coal mine disasters, and by creating the Board to which operators may apply for relief from orders issued under the act.

ORGANIZATION OF THE BOARD

The original Board was appointed by the President on August 21, 1952. It opened its offices on September 24, 1952, in Washington, D.C.

ADJUDICATORY DUTIES AND WORKLOAD OF THE BOARD

It is the duty of the Board to hear and determine applications filed with it by coal mine operators seeking annulment or revision of, and temporary relief from,

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orders issued by the Bureau of Mines, pursuant to sections 203 or 206 of the Federal Coal Mine Safety Act. Appeals from Board orders may be taken to the U.S. courts of appeal and then to the Supreme Court. In performing its adjudicatory functions, the Board is required, in docketed cases, to conduct public hearings (which, in accordance with the statute, are generally held close to the mine involved); to resolve interlocutory matters; to render final decisions and orders; and to certify records on appeals to the courts. All such actions of the Board, under the specific mandate of the statute, must be taken "as rapidly as practicable" in order to effectuate the underlying safety purposes of the act.

As to the workload, from July 16, 1952, the effective date of the act, through July 31, 1964, the Bureau of Mines issued more than 1,500 orders subject to appeal to the Board, a considerable number of which are still outstanding. During this period, the Board received 28 formal applications for review of orders, and hearings extending from 1 to 12 days were required in each case. Also during this period, the Board handled a substantial number of disputes which were settled by voluntary actions of the parties, rather than by the filing and litigation of formal appeals. The number of orders issued by the Bureau of Mines has been increasing and the Board estimates that from 140 to 160 orders, all subject to appeal to this agency, will be issued in 1966.

OTHER DUTIES OF THE BOARD

Apart from its adjudicatory functions, the Board must perform the broad range of activities of any independent, quasi-judicial agency in the executive branch of the Government. Such activities include, among others, the preparation and adoption of administrative orders and regulations; the maintenance of records, files, and supporting data; the submission of administrative reports to other executive departments and agencies, and to Congress; the prompt handling of inquiries and correspondence; the analysis of, and detailed reporting on, proposed and pending legislation; the participation in hearings before committees of Congress; and the discharge of other advisory and information responsibilities.

PERSONNEL COMPLEMENT

In addition to the three members of the Board, who are employed on a when actually employed basis, the Board is currently operating with a limited staff of only four full-time employees; namely, an executive secretary, a general counsel, and two office employees. These full-time personnel must be particularly qualified to assist the Board in fulfilling its adjudicatory duties and in performing, responsibly and without close supervision, the many and varied administrative and legal tasks of this independent agency. The amount requested in the budget for fiscal year 1966 would restrict the Board to its current staff level, which is the bare minimum necessary for the Board to discharge its responsibilities under the act and to accomplish its statutory mission. As mentioned hereinbefore, the additional appropriation for 1966 would be devoted almost entirely to defraying the increases, required by law, for the present minimal staff.

PROGRAM AND PERFORMANCE

Coal-mine operators, affected by orders issued by Federal coal-mine inspectors, may appeal to the Board for annulment or revision of, and temporary relief from, such orders. During 1964, a total of 152 orders were issued. When operators appeal, hearings are held, and the Board rules upon the applications. It is estimated that there will be 140 to 160 orders subject to appeal to the Board in 1966. The recommended appropriation includes an amount estimated to be sufficient to cover necessary administrative expenses and to handle an expected caseload estimated on the basis of the average actual annual caseload for the past 11 years.

Requirements for 1966. This request is in the amount of $71,500, of which $62,743 is for personnel compensation and $8,757 is for other obligations.

JUSTIFICATION FOR PERSONNEL COMPENSATION

The following summary table and statement present the essential facts with respect to this item:

	1964 actual	1965 estimate	1966 estimate	Estimated change in 1966 from 1965
Number of permanent positions	4	4	4	
Personnel compensation:				
11.1 Permanent positions	$50,279	$55,302	$56,013	+$711
11.3 Positions other than permanent	5,300	6,500	6,700	+200
11.5 Other personnel compensation	30	30	30	
Total personnel compensation	55,609	61,832	62,743	+911

The four permanent positions listed represent the minimum staff required to carry out the statutory duties of the Board.

JUSTIFICATION FOR OTHER OBLIGATIONS

A total of $8,757 is requested for obligations other than personnel compensation. The following summary table and statements present the essential facts with respect to these items:

	1964 actua	1965 estimate	1966 estimate	Estimated change in 1966 from 1965
Other obligations:				
12.0 Personnel benefits	$3,831	$4,213	$4,273	+$60
21.0 Travel and transportation of persons	2,431	2,700	2,700	
22.0 Transportation of things		10	10	
23.0 Rent, communications, and utilities	876	935	914	−21
24.0 Printing and reproduction	140	191	191	
25.0 Other services	182	200	211	+11
26.0 Supplies and materials	337	419	458	+39
Total of other obligations	7,797	8,668	8,757	+89

DETAILED STATEMENT

12.0 *Personnel benefits.*—The $4,273 requested for this item will be required to defray the aggregate costs resulting from various laws enacted in the interest of Federal employees, as follows: employer's share of cost of employees' group life insurance, $186; health benefits, $197; retirement, $3,641, and Federal Insurance Contributions Act taxes, $249.

21.0 *Travel and transportation of persons.*—The $2,700 requested for this item includes $2,000 for transportation and travel expenses of Board members, and $700 for transportation and per diem for the executive secretary and the General Counsel of the Board.

22.0 *Transportation of things.*—This small sum of $10 is requested to defray any costs that may arise in connection with the shipment of files, records, or other documents required in connection with hearings held outside the District of Columbia.

23.0 *Rent, communications, and utilities.*—The $914 requested for this item includes $50 for hearing room rent; $615 for local telephone; $189 for long-distance telephone calls; $50 for airmail, special delivery, and other postage stamps; and $10 for telegraph service.

24.0 *Printing and reproduction.*—The $191 requested for this item includes the cost of administrative forms, letterheads, envelopes, etc.; and the printing of findings and orders and other issuances of the Board.

25.0 *Other services.*—The $211 requested for this item will provide $121 for the maintenance of equipment used in day-to-day operations, and $90 for health services provided by the Public Health Service.

26.0 *Supplies and materials.*—The $458 requested for this item includes the cost of all supplies normally required in an office of this kind.

SALARIES AND EXPENSES

Statement relating 1964, 1965, and 1966 programs

[In thousands of dollars]

1964 program (total costs)	63
Increase in pay and other related costs (permanent employees)	+6
Other increases	+2
1965 program (total costs, including anticipated supplemental appropriation)	71
Increase in pay and other related costs (permanent employees)	+1
1966 program (total costs)	72

Analysis by activities

Activities	1964	Decreases	Increases	1965	Decreases	Increases	1966
Administration and adjudication (total program costs)	63	----------	8	71	----------	1	72

STATEMENT OF BOARD MEMBER FERGUSON

Senator BIBLE. The written statement that you have may be incorporated in full in the record at this point and you may summarize it, if you wish.

(The statement referred to follows:)

BUDGET REQUEST FOR 1966

The Board is requesting an appropriation of $71,500 for fiscal year 1966. This amount is $1,000 over that appropriated for 1965, assuming a supplemental appropriation of $3,000 is granted for 1965, as separately requested, to meet the civilian pay increase under Public Law 88-426. The slight increase for 1966 is necessary to meet the additional pay costs required by law during the next fiscal year for the present staff of the Board. No provision is made for any increase in the personnel, or expansion of the program, of the agency.

As you are aware, the Board is an independent, quasi-judicial agency, engaged in a wide range of adjudicative and administrative activities under title II of the Federal Coal Mine Safety Act. The agency is tripartite in nature and its members are appointed by the President, with the advice and consent of the Senate.

The Board members are now Edward Steidle, dean emeritus, College of Mineral Industries, Pennsylvania State University, serving as public representative and Chairman; Charles R. Ferguson, director, Safety Division, International Union, United Mine Workers of America, representing the coal mine workers; and George C. Trevorrow, safety director, Bituminous Coal Operators' Association, representing the coal mine operators.

The entire personnel of the agency consists of the three Board members, who serve on an intermittent basis, and a limited complement of only four full-time employees. The duties and responsibilities of the Board are outlined in the budget estimate submitted to your committee. However, for your information, some additional details regarding the operations of the Board will be provided in this statement.

As to its adjudicative duties, the Board functions as a buffer between the Bureau of Mines and the coal industry, mainly to resolve disputes concerning orders issued by the Bureau under title II of the Federal Coal Mine Safety Act. That act, as you will recall, is a comprehensive and highly integrated program adopted by Congress in 1952, to reduce the incidence of major coal mine disasters from explosions, fires, inundations, and man-trip and man-hoist accidents. To accomplish this end, the act vests enforceable authority in the Bureau to order mines classified as gassy, and to order mines closed because of imminent danger of disaster, or because of failure to correct specific violations of the act within the time provided therefor. It further provides broad authority in the Board to resolve conflicts with regard to the propriety and scope of such orders and to grant interim relief if warranted. Moreover, in so-called State-plan areas, the act delegates power to the Board alone to annul mine closing orders posted by the individual or joint inspectors.

Over 1,600 orders, and almost 22,000 related findings of violations, have been issued by the Bureau under the act, including 125 new orders, and over 900 new findings of violations, issued during the last calendar year. These orders and related findings are the principal sources of controversies which are presented formally or informally to the Board for decision or settlement. Under the specific requirements of the law, the Board must be prepared, at all times, to act promptly in resolving these disputes, in order to prevent unnecessary economic hardship and to avert the devastation of a major coal mine disaster.

As previously mentioned, disputes are presented formally or informally to the Board for decision or settlement. In a formal, docketed case, the Bureau of Mines must first actually close the mine or classify it as gassy. Then, the Board, upon appeal, is required immediately to hear and determine any request for temporary relief; to dispose of other interlocutory motions and questions; to conduct de novo hearings on the merits; to prepare and issue a final decision and order; and, if review of Board action is sought by the Government or an operator, to certify the record to the U.S. court of appeals. Further appeal may also be taken by a party to the Supreme Court of the United States. Such formal litigation is unavoidable in certain instances, and the Board handled two docketed cases last year and has handled three docketed cases so far during the current fiscal year. An increase in the number of formal cases is anticipated during the balance of this year and during the next fiscal year, because of certain procedural changes in the course of being adopted by the Bureau of Mines.

However, this litigation is obviously time consuming and disrupts not only the mine operations, but also the enforcement of the act and the strict compliance with its provisions. Therefore, the Board members, as a matter of policy, seek to minimize the need for resort to such litigation, and devote their efforts more often to resolving disputes by the voluntary actions of the parties, without the docketing and processing of formal appeals. These actions in informal cases take a variety of forms including, for example, meetings with counsel and the parties on past cases and alternate procedures; serving as intermediary with the Bureau to resolve misunderstandings; devising and suggesting new operating programs; anticipating conflicts or areas of disagreements; expending changes in mining operations; and, by an expressed readiness to redress sound grievances, aborting the issuance of unreasonable or arbitrary orders. In the Board's opinion, such activities constitute a productive exercise of its adjudicative authority and implement the successful operation of the act.

The committee might be interested, at this point, in the statistics concerning the impact of the law which the Board assists in effectuating. During the period since the adoption of title II of the Federal Coal Mine Safety Act in July 1952, major disasters have been reduced by almost 70 percent, and the number of miners killed in such disasters has been reduced by almost 80 percent, compared with the same period before the act was passed. The savings in lives cannot be calculated in money terms, but the savings in property can be measured in the millions of dollars each year. Although this record is impressive, even more can be accomplished in preventing disasters and conserving lives and property in the coal mines, if certain pending legislation to extend the scope of the act is promptly adopted by Congress.

Apart from its adjudicative duties, the Board is responsible, as an independent, quasi-judicial agency, for the many legal, administrative, and related activities of any such agency in the Federal Government. For instance, the Board must

prepare numerous administrative orders and reports; draft rules, regulations, and procedural forms; maintain records and supporting data; perform diverse accounting operations; promptly answer inquiries and correspondence; and fulfill other public information requests and requirements. Moreover, the Board must attend congressional hearings; submit regular reports to Congress; and, upon request by the Office of the President or by Congress, analyze, and report and make recommendations on, proposed and pending legislation and programs.

As previously indicated, the Board has carried out its many duties and responsibilities with a full-time staff of only four employees. Since the Board members are employed on an intermittent basis, these employees are required to be particularly experienced and well trained, and must responsibly assist the Board, in performing its legal and administrative duties, without day-to-day supervision and with a wide latitude of authority. The staff has already been reduced to the minimum necessary to maintain the operations of the Board and to insure that this agency can continue to meet its grave responsibilities under the act. No increase in personnel is sought for the next fiscal year.

As your committee is undoubtedly aware, the Board, since its very inception in 1952, has rigidly confined its personnel and operating expenses to the least amount necessary to fulfill its assigned responsibilities under the Federal Coal Mine Safety Act. The budget of $71,500 for fiscal year 1966, submitted for your approval, reflects a strict adherence to this policy, and you are assured that the Board will continue to limit its expenditures to the bare minimum required to accomplish its mission of safeguarding human lives and property under the act.

Summary Statement

Mr. Ferguson. I have a brief summary statement. I would like to read it with your permission.

Senator Bible. Very well.

Mr. Ferguson. The Board is requesting an appropriation of $71,500 for fiscal year 1966. This is $1,000 over the amount already appropriated or separately requested for the current year. The slight increase for next year is needed to meet the additional pay costs required by law for the present full-time staff.

As you will recall, the Board is a separate, tripartite agency, engaged in quasi-judicial and administrative activities under title II of the Federal Coal Mine Safety Act. Its entire personnel consists of the three Board members, appointed by the President, with Senate approval, and paid on a when actually employed basis, and a reduced complement of four full-time employees. No personnel increase is sought for the next year.

Formal and Informal Cases

As detailed in the budget estimate and statement already before your committee, the Board's adjudication activities concern the resolving of disputes submitted formally or informally for decision or settlement. Last year, the Board handled two formal or docketed cases, and three such cases have been handled so far during the current year.

As to the informal cases, these matters are almost continuously before the Board in its various capacities, and the settlement of such conflicts, without formal litigation, reflects a highly important part of the Board's adjudication duties. The Board expects a further increase in its formal caseload during the balance of this year and in 1966, because of procedural changes in the course of being adopted by the Bureau of Mines.

Administrative and Extra Legal Duties

In addition to its adjudication duties, the Board performs the wide range of administrative and other legal and related activities of any independent, quasi-judicial agency in the Federal Government. Because of the special nature of the Board, these activities require a staff particularly experienced, and capable of assuming responsibility without close supervision.

Pending Legislation To Extend Scope of Present Act

You will be interested in the statistics concerning the impact of the act under which the Board operates. The fatality records show that major disasters have been reduced by almost 70 percent, and the number of miners killed in such disasters has been reduced by almost 80 percent, since the adoption of the act in July 1952. Although these figures are impressive, still more will be accomplished in conserving human lives and property in the Nation's coal mines, if certain pending legislation to extend the scope of the act is adopted.

The Board, during its more than 12 years of operation, has held its personnel and other expenses to the least amount necessary to fulfill its assigned responsibilities. The budget estimate submitted for your consideration represents a strict adherence to this policy, and the Board will continue to limit its expenditures to the bare minimum essential to accomplish its statutory mission.

I will be happy to answer any questions you may have, Senator Bible.

Appeals From Bureau of Mines Orders

Senator Bible. Mr. Ferguson, you hear appeals from the orders of the Bureau of Mines, is that right?

Mr. Ferguson. That is right. That is our judicial function under the law. Any operator feeling he has been unjustly cited by an order of the Bureau of Mines can appeal for relief from any order issued by the Bureau of Mines.

Senator Bible. Is your final order in turn appealable to other courts?

Mr. Ferguson. They are appealable to the courts of appeals and finally to the Supreme Court.

Senator Bible. Do they have judicial review of any order you might make?

Mr. Ferguson. Yes, sir.

Senator Bible. How many appeals did you hear last year?

Mr. Ferguson. We had two formal cases, Senator, before the Board and we had any number of informal cases which I think is a very important function of the Board.

If I might elaborate on that a little bit, as questions arise between the Bureau of Mines and the operating interests of the country, many times the Board is called upon to consult with the two parties separately or together to explain past history and explain what we believe to be the function of the act. This work of the Board is almost a daily thing.

As part of my duties these activities intermingle with my function as director of safety of the United Mine Workers. I am continually faced with this kind of situation.

The operators are represented by Mr. Trevorrow and he could give you more detail on that. I think it is a very important function.

Senator BIBLE. How many days did the three-man Review Board spend last year in hearing appeals?

Mr. FERGUSON. That is a matter of record that I don't have.

Senator BIBLE. Approximately, how many? You only heard two formally, as I understand it.

Mr. FERGUSON. That is correct.

Senator BIBLE. You heard a number of cases informally with operators coming before you with complaints or explanations of the Bureau of Mines' order? How many days would you have devoted last year to your duties on this Review Board?

Mr. FERGUSON. I will, if I may, Senator, let Mr. Back answer that, he has the figures on the number of formal Board meetings.

FORMAL BOARD MEETINGS AND HEARINGS

Senator BIBLE. How many formal Board meetings did you have?

Mr. BACK. We had 18 formal Board meetings which were held last year.

Senator BIBLE. Those meetings would last in the nature of what—a morning, an afternoon, a full day?

Mr. BACK. Sometimes an hour or so, but almost always longer. I don't have the length of time of each meeting, but we had 18 Board meetings last year.

Senator BIBLE. You had 18. Now, in addition to that I understand you had two formal appeals. How long did each take?

Mr. BACK. I couldn't give you that answer off the cuff; we could supply the information.

Senator BIBLE. Was it a day, 2 or 3 days, I suppose the normal time of an appeal hearing wouldn't take over a day, would it?

Mr. BACK. The time required for hearings has run from 1 to as high as 12 days over the past number of years.

Mr. FREEHLING. If I may interject, we had one hearing last year that ran 6 days, the one down in Virginia. That is without counting the Board meeting days on the interlocutory matters concerning that particular appeal and the reading of transcripts and analyzing the law, and so on. The variation in days can run from 1 to 12 days of actual hearing, and many more considering the Board meetings on the transcript, on the oral arguments, and on the decisions themselves.

PERSONNEL

Senator BIBLE. As I understand it you have a three-member Board of Review. Did I understand you to say you have four permanent positions in this particular office?

Mr. FERGUSON. Yes, that is correct.

Senator BIBLE. What do the four people do?

Mr. FERGUSON. We have a General Counsel, Mr. Freehling. We have an Executive Secretary, Mr. Back, and we have two girls serving as office personnel, as secretaries to these gentlemen of the Board.

Senator BIBLE. You are the General Counsel, Mr. Freehling?

Mr. FREEHLING. Yes, sir.

Senator BIBLE. Is that a full-time job?

Mr. FREEHLING. I would say it is more than a full-time job. You have a large number of types of activities in this agency, not only the formal cases, which comprise only a part of the Board's functions, but also legislation and the consideration of many informal cases. An unusual part of this law is that a formal appeal may be taken only after a gassy classification order has issued, or after a mine closing order has issued, following uncorrected violations found by the Bureau of Mines.

DRASTIC EFFECT OF FORMAL ORDER

Last year I think about a thousand violations were found. Now, the effect of a formal order is very severe on a mine because the mine has to close down, you have loss of employment, and loss of production, so a main effort of the Board members is resolving disputes in the time between the finding of a violation and the issuing of the formal order.

The main effort is trying to resolve this dispute before the mine shuts down and before people are out of work.

Senator BIBLE. Is that your responsibility or the responsibility of the Bureau of Mines?

Mr. FREEHLING. That naturally comes into both activities. There is a major effort by both to try to resolve these disputes before you have a final order issued.

In addition to these formal and informal cases, the Board is involved in the many activities of any other independent agency. You have reports on legislation and all the varied activities of an independent agency in the Federal Government. The Board also has special assignments, and so on, from other agencies. It can be a misconception just to rely on how many formal cases we may have because actually that is a relatively small part of the Board's day-to-day activities.

Senator BIBLE. Fine, I have no further questions, gentlemen.

Thank you very much.

Mr. FERGUSON. Thank you, sir.

CORREGIDOR-BATAAN MEMORIAL COMMISSION

STATEMENTS OF CAPT. SAMUEL G. KELLY, U.S. NAVY (RETIRED); AND FOR THE VETERANS' ADMINISTRATION, JOHN D. SHYTLE, CONTROLLER; E. C. PEOPLES, BUDGET SERVICE; AND L. D. MORK, PROJECT DIRECTOR FOR THE MEMORIAL

1966 BUDGET ESTIMATE

Senator BIBLE. The next budget request is for the Corregidor-Bataan Memorial Commission. For fiscal year 1966 the Corregidor-Bataan Memorial Commission requests $35,000 to meet its salary and other expense costs. The justification for this request will be included in the record.

(The information referred to follows:)

GENERAL STATEMENT

The Corregidor-Bataan Memorial Commission was created by an act of Congress in 1953 (Public Law 83-193) August 5, 1953. Its mission is to cooperate with the Philippine National Shrines Commission in a study for the survey, location, and erection on Corregidor Island of a memorial project dedicated to the American and Filipino servicemen who served in the Pacific area during World War II. The enabling legislation authorizes appropriations of not to exceed $200,000 for necessary expenses of the Commission; $130,000 has been appropriated for this purpose in prior years. A recent amendment to the basic legislation (Public Law 88-240) authorized an appropriation of $1,500,000 to the Veterans' Administration, which will act as construction agency for the Commission. The $35,000 requested under this heading will provide for administrative expenses of the Commission incurred in performing the following tasks:

1. (*a*) Determination of the dimensions, style design, and interior arrangements and the furnishings of the building for use as an auditorium and tourist center.

(*b*) Determination of the site and boundaries of the contiguous battlefield park with locations of its walks and roadways to the various points of historical interest.

(*c*) Preliminary study of the type of war mementos with appropriate inscriptions, and their location in the battlefield park.

(*d*) Preliminary study of the location of historic markers and inscriptions thereon.

(*e*) Preliminary study of the scope and content of the documentary films commemorating the Pacific phase of World War II, including the story of Bataan and Corregidor Island.

2. Preparing necessary policy directives to guide the Veterans' Administration in carrying out all phases of the authorized construction.

3. Carrying out necessary liaison with the Veterans' Administration during the contractual and construction phases to the end that the Veterans' Administration may obtain such policy guidance as it may desire.

4. Carrying out necessary liaison with the Philippine National Shrines Commission.

5. Developing plans for raising additional funds by public subscription for the erection of the memorial and to place into effect such of the plans as may be deemed practicable.

6. Complete the historical research for the documentary films and the selection of historical spots to be marked by appropriate plaques, as required by existing legislation.

Previous appropriations and expenditures for salaries and expenses were as follows:

	Appropriation	Unexpended	Expenditures
1956–57	$56,000.00	$2,265.13	$53,734.87
1958	44,000.00	18,361.04	25,638.96
1959	4,443.04		4,443.04
1965	25,000.00		[1] 25,000.00
Total	129,443.04	20,626.17	108,816.87

[1] Estimated.

Obligational authority for construction funds is being requested under a separate appropriation.

Comparative summary of requirements by object

Item	Fiscal year 1964 actual	Fiscal year 1965 estimated	Fiscal year 1966 estimated	Increase (+) or decrease (−) 1966 over 1965
Average employment		2	3	+1
11 Personnel compensation: Permanent positions		$22,000	$29,000	+$7,000
12 Personnel benefits		1,000	1,000	
Total, personnel compensation and benefits		23,000	30,000	+7,000
21 Travel and transportation of persons		2,000	3,000	+1,000
25 Other services			2,000	+2,000
Total obligations		25,000	35,000	+10,000
Unobligated balance brought forward				
Unobligated balance carried forward				
Appropriation		25,000	35,000	+10,000

Justification and explanation of request by object

11, 12 *Total personnel compensation and benefits, $30,000.*—Personnel compensation in the amount of $30,000 is requested. This is an increase of $7,000 which is attributable to the employment of one additional employee, GS–7, and increased costs due to the Pay Act (Public Law 88–426). Employment will include one GS–15, executive director, $17,600; one GS–7, research assistant, $6,000; one GS–5, secretary, $5,165; and $1,000 in personnel benefits.

21 *Travel and transportation of persons, $3,000.*—$3,000 is requested in 1966 for travel of one person to the construction site in company with the architect-engineer to resolve problems relating to siting, etc., two trips to Seattle, Wash., for necessary conferences with the architect-engineer and other necessary travel by members of the Commission.

25 *Other services, $2,000.*—This amount is requested for a contract for consulting services on interior decorations, sculptural and artistic embellishments, etc.

IDENTIFICATION OF WITNESSES

Senator BIBLE. Would you gentlemen identify yourselves?

Captain KELLY. Senator Bible, I am Capt. Samuel G. Kelly, Executive Director of the Corregidor-Bataan Memorial Commission. Mr. O'Neal, the Chairman of the Commission, sends his deep regrets that he cannot be here. He is ill and the doctor would not let him come.

I have Mr. O'Neal's statement and I would like to enter it in the record. I will highlight it.

Senator BIBLE. Very fine, Captain.

Are these other men with you from the Veterans' Administration?

Captain KELLY. Yes; this is Mr. Shytle, Mr. Peoples, and Mr. Mork.

Senator BIBLE. Very fine, will you please be seated, gentlemen?

The justification for your request has been placed in the record. Now Mr. O'Neal's statement will be incorporated in the record at this point, and you may summarize it. It appears to be a rather imposing statement, consisting of some 20 pages. There are also a number of appendixes.

(The statement referred to follows:)

STATEMENT BY EMMET O'NEAL, CHAIRMAN, CORREGIDOR-BATAAN MEMORIAL COMMISSION

Mr. Chairman and members of the committee, I appear today to give you a complete justification for the budget request of $35,000 for fiscal year 1966. This extremely modest sum will defray the expenses of the Commission only if we operate on a basis of the utmost economy. Basically, it is to permit the Commission to discharge its legislative responsibilities, to develop policy guidance required by the Assistant Administrator for Construction, Veterans' Administration, and to carry out necessary administrative functions. Present members of the Commission are Senators Gale W. McGee, Clifford P. Case, Daniel B. Brewster (nominee), Congressman Armistead I. Selden, Jr., William S. Mailliard, Robert L. Sikes, Mr. Frank Hewlett, and Mr. John H. Leims.

I do not wish to indulge in any self-congratulatory statements, but I think it is of interest to know that this Commission follows the principle of utmost frugality. For example, our offices are in two small rooms in the Veterans' Administration Building and the furniture we use is all secondhand from surplus Government stocks. We have no carpeted floors and the only equipment which has been purchased is a typewriter which is now 8 years old and still doing good service.

With the appropriation which was granted last year we have been able to accomplish several important tasks necessary for the planning of the memorial which Congress directed us to place on Corregidor Island. You will recall that Corregidor was chosen because it is considered to be a historical symbol of all the battles fought in the Pacific area during World War II.

The first of the important tasks accomplished was a necessary on-site inspection of Corregidor Island which was made in October 1964 by the Executive Director, Captain Kelly, in company with a member of the architectural firm, Mr. Perry B. Johanson of Seattle and Mr. Larry Halprin of San Francisco, the consultant for landscape architecture. A thorough inspection of the topside area was made in company with Dr. Eufronio Alip, Deputy Chairman of the Philippine National Shrines Commission, plus a number of other Filipino officials listed in the appendix. As a result of this inspection an area approximately 7 acres in extent was chosen adjacent to the eastern edge of the old parade ground and barracks. This choice was formally agreed to by the Philippine National Shrines Commission, thus clearing the way for an immediate initiation of architectural planning for the memorial. An understanding of the various undertakings and conclusions reached during Captain Kelly's visit was incorporated in an aide memoire, a copy of which is included in the appendix.

The interest and activity of the members of the Philippine National Shrines Commission is substantial. A list of present members is shown in the appendix. They have approved, and are now undertaking, the preliminary work on a very extensive plan for the entire area of Corregidor Island. There is a detachment of engineering troops on the island engaged in paving of new concrete roads to the topside areas, restoring fresh water wells, and cleaning out the jungle growth and wartime debris from the various gun emplacements. Most areas are now easily accessible to tourists. Official reports indicate that since fiscal year 1960 a total of ₱3,071,776 have been expended on Corregidor by the Philippines. Funds currently authorized amount to ₱340,000, and funds requested but not acted upon amount to ₱3,720,000. The Philippines are extremely interested in the development of the American memorial on topside, and encouraged by it they are continuing the work of developing all of Corregidor as a national shrine.

The Department of State has initiated conversations with the appropriate officials of the Republic of the Philippines in order to develop an agreement between the two nations bearing on the construction, maintenance, and operation of a memorial, as well as provisions for tax-free entry of construction materials. The State Department hopes to have such an agreement completed within the next 12 months.

I would like to discuss briefly one provision of Public Law 240–88 which has the effect of imposing a very tight time schedule on this Commission and the Veterans' Administration. This is the provision in section 2 which states that this Commission shall cease to exist upon completion of the construction authorized by the law, or on May 6, 1967, whichever shall first occur.

The dedicatory ceremonies are now planned for a most appropriate date: the 22d anniversary of the recapture of Corregidor on March 2, 1967. It is hoped that virtually all of the major construction can be completed by then so that the distinguished Americans and Filipinos attending the ceremony will see a completed project except, perhaps, for a few finishing-up items.

Dates which should be met:

May 1, 1965: Start on working drawings and specifications.
October 1, 1965: Complete construction blueprints.
October 22, 1965: Send out invitations to bidders on construction.
February 18, 1966: Award construction contracts.
March 2, 1967: Dedication; construction virtually complete.

In order to meet the three 1965 dates, funds for all estimated costs should be available for obligation in fiscal year 1966. The funds I refer to are to be appropriated to the VA.

To make the dedicatory ceremonies meaningful as a contribution to international good will, I hope that the Congress will at the proper time take note of the date of March 2, 1967, and provide means for its Members to be present in the Philippines on that day.

An advisory group of 24 American citizens has been formed to enable the Chairman to call on them if their advice and assistance in matters connected with the memorial would be helpful. I attach for the record a list of this group. It includes Fleet Admiral Nimitz, General Kenney of the Air Force, Gen. J. Lawton Collins of the Army, and many other prominent citizens.

The interest of the veerans groups in the United States and the Philippines is extremely high. Resolutions supporting the concept of the memorial and its construction have been passed by the American Legion, the Veterans of Foreign Wars, and the Defenders of Corregidor & Bataan, and other groups. Copies of these resolutions have, I am informed, been forwarded to the President and to certain Members of the Congress. Copies of the first two are included as a part of the appendix.

I feel that the Congress also has a very special interest in our work because it has, since 1953, passed a total of five laws bearing on the Pacific war memorial to be built on Corregidor. The last was Public Law 88–240 signed by President Johnson on December 23, 1963, authorizing the sum of $1,500,000 for the construction of the memorial and for other purposes stipulated therein.

I would like to discuss—briefly—the justification for the $35,000 requested for the Commission's expenses in fiscal year 1966. As you know, the Congress gave us the mission to plan a memorial to honor the sacrifices of the veterans who fought under the American flag in the Pacific area during World War II. The enabling legislation authorized appropriations of not to exceed $200,000 for necessary expenses of the Commission; $130,000 has been appropriated for this

purpose in prior years. The $35,000 requested will provide for administrative expenses of the Commission in order to complete the following necessary tasks:

MEMORIAL DESIGN

Decide, after consultation with a similar commission in the Philippines, as to the design of the memorial including memorial structures with their decorations and furnishings, particularly the areas to be used as an auditorium and tourist center.

I am very pleased to report to you that after 4 months of intensive effort the architects have submitted a preliminary design, with related material, and the Commission has accepted this design. The design sketches will be shown to you as part of the presentation to be made by the officials of the Veterans' Administration who will appear next.

During the coming months we will consult with representatives of the Philippine National Shrines Commission in order to receive their acceptance of the design. Additionally, we will work with the architects on interior details of the structures and other design details which may be pending.

CONTIGUOUS BATTLEFIELD PARK

Public Law 88–240 states that the plans for the memorial shall include, among other things, a contiguous battlefield park of appropriate size in which may be placed historical markers and mementos.

One of the priority tasks to be undertaken during fiscal year 1966 will be a study of the boundaries of the contiguous battlefield park. This study will be made in cooperation with the design architect, the landscape architect, and the Philippine National Shrines Commission. Such a study will show the location of walks and roadways to various historical sites.

WAR MEMENTOS AND HISTORICAL MARKERS

Another priority task for fiscal year 1966 will be a determination of the type of war mementos, their availability, their location in the battlefield park, and the wording of inscriptions thereon. It is anticipated that some types will be available from Philippine sources and others from U.S. sources. In this task we will be aided by the Philippine Historical Committee, and the Office of Military History, U.S. Army.

DOCUMENTARY FILMS

Public Law 88–240 also authorizes the preparation of documentary films of the Pacific phase of World War II. The preliminary planning for such documentary film will be a continuing task during fiscal year 1966. As a first step in such planning the Executive Director and I visited the U.S. Naval Training Devices Center, Port Washington, Long Island, to confer with their scientists on alternate ways and means to depict the course of important Pacific war campaigns and battles. These talks were exploratory only and the problem is still under consideration.

In addition to the four tasks discussed above the Commission will prepare necessary policy directives to guide the Veterans' Administration, maintain liaison with the Philippine National Shrines Commission, and the U.S. Department of State, and carry out a rather substantial volume of administrative work. All of the above will be carried out under my direction by the present two members of the Commission's staff assisted by a new GS–7 employee who will complete the historical research for the documentary films, the historical areas, and the selection of mementos.

You will recall that the authorization specified that funds would be appropriated to the VA who would furnish the technical assistance necessary for the completion of the memorial. I am very pleased to say that they have worked with us in a spirit of high cooperation and have displayed a special interest in carrying out their responsibility in this patriotic project. A group, headed by Mr. Shytle, is here and will testify at your pleasure.

I am accompanied by Captain Kelly, Executive Director of the Commission. We will be very glad to answer any questions you may have.

APPENDIX TO STATEMENT

A. Philippine officials making site inspection of Corregidor Island, October 14, 1964:

Dr. Eufronio M. Alip, Presiding Deputy Chairman, National Shrines Commission.
Engineer Romeo Goyenechea, representative, Department of Public Works.
Lt. Col. Mariano S. Naverette, representative, Chief of Staff, Philippine Air Force.
Mr. Alfredo Senedrin, representative, Civil Aeronautics Authority, Philippines.
Mr. Philomeno Padilla, representative, Federation of Filipino Veterans' Groups.
Col. Jose Abrencia, Treasurer, National Shrines Commission.
Lt. Col. Pacifico Cabrera, commanding officer, Corregidor Task Force (Philippine Army Detachment).
Attorney Glicerio Santos, legal officer, Philippine Department of National Defense.
Maj. Antenor B. Roque, Board Secretary, National Shrine Commission.

B. National Shrines Commission—Philippine members:

Hon. Macario Peralta, Jr., Secretary of National Defense, Chairman.
Hon. Jose Feliciano, Secretary of Agriculture and National Resources, Vice Chairman.
Hon. Cornelio Balmaceda, Secretary of Commerce and Industry, Vice Chairman.
Dr. Eufronio M. Alip, Acting Chairman, Philippine Historical Committee, Deputy Chairman and Project Director.
Hon. Jorge Abad, Secretary of Public Works and Communications, member.
Gen. Alfredo M. Santos, Chief of Staff, Armed Forces of Philippines, member.
Commissioner Teofilo, Zosa, Commissioner of Tourism, member.
Col. Simeon Medalla, president, Veterans Federation of the Philippines, member.
Mr. Vicente Rivera, Jr., Civil Aeronautics Administrator, member.
Senator Gil Puyat, president, Philippine Associations, Inc., member.
Maj. Antenor B. Roque, Armed Forces of the Philippines, Board Secretary.

Officers of the National Shrines Commission:

Maj. Antenor B. Roque, head of the Secretariat.
Col. Jose Albrenica, Treasurer.
Attorney Glicerio Santos, Legal Officer.
Mr. Ricardo Bravo, accountant.
Miss Rosario Y. Encarnacion, auditor.
Lt. Jose Bernardo, Jr., assistant Board secretary and accountable officer.
Lt. Col. Pacificio Cabrera, commanding officer, Corregidor Task Force (CORTAF).

C. Aide memoire: "Republic of the Philippines, Office of the President, National Shrines Commission, Camp Murphy, Quezon City.

AIDE MEMOIRE

This is the approved aide memoire of the undertakings and conclusions reached at joint meetings between representatives of the U.S. Corregidor-Bataan Memorial Commission and members and representatives of the National Shrines Commission of the Philippines. These meetings were held on Tuesday, October 13, in Manila, Wednesday, October 14, on Corregidor Island, Thursday, October 15, in Manila, and Friday, October 16, in Fort Aguinaldo. The lists of items taken up during said conferences are:

A. First meeting:

1. Presentation by Captain Kelly of the present and future plans of the U.S. Corregidor-Bataan Memorial Commission. No further comment necessary.

2. Presentation of the status of plans of the NSC. This presentation was contained in a briefing booklet furnished by the deputy chairman of NSC.

3. A discussion of essential public utilities centered around electric power, water supply, roadways, sewerage and so forth. It was agreed that for planning purposes, the Corregidor-Bataan Memorial Commission would include in its plans the provision of a small generating plant to supply power to the American part of the memorial. It was also agreed that the NSC would undertake the rehabilitation of wells in order to provide a source of fresh water for use during the construction phase. In addition, priority would be given to the further repair and repaving or asphalting or roads leading to the memorial site. The commanding officer, Cortaf, agreed to initiate a survey of the land area on Topside now accepted for planning the American memorial.

4. No comment. (Including No. 1 schedule of visit and agenda of meetings.)
5. No comment.

B. Second meeting:

1. A complete visual survey of Topside of Corregidor was made by the American representatives by using both trucks and helicopter. As a result of these inspection, and with the valuable assistance of comments by Dr. Alip, deputy chairman and project director, NSC, it was determined that the area on Topside, namely, the general area east of the parade ground and north of the lighthouse, would be the subject of detailed planning for the design of the American memorial. (The NSC at its Thursday meeting gave formal approval for the initiation of planning by Mr. Johanson's firm for this area.)

2. The location for the office of the Veterans' Administration resident engineer can be finalized after his arrival in Manila and after conferences with the deputy chairman, NSC, and the commanding officer, Cortaf. It is probable that space would be available in either the resthouse No. 1 or resthouse No. 2 with additional temporary space adjacent to the area of construction.

3. There are no electric generators available for the generation of electric power required by the American memorial project. There is available a large cistern and three large tanks near the lighthouse. Two of the later tanks may be repairable. The rehabilitation of the water cistern is decided to be given first priority and the rehabilitation of the best water tank is decided second. The NSC has accepted this task which they will complete within the next 12 months, subject to availability of funds. The design and construction of water casement area will be incorporated in the plans to be developed by Mr. Johanson so that this casement becomes a responsibility of the U.S. Corregidor-Bataan Memorial Commission.

4. It has been determined that there are landscaping experts skilled in planting and handling of flora.

5. An estimate of probable tourist volume during the vacation months of April and May will amount to a thousand tourists a day over the weekend and a smaller number during the weekdays. There are presently 2 hydrofoils with a capacity of 80 passengers. The Board of Tourists and Travel Industry is arranging for a ferryboat with a capacity of 500 passengers or more which will be able to berth at either the north or south piers.

6. After full discussion, the suggestion of Dr. Alip that the American Memorial Building contain an appropriate bronze plaque which would be dedicated to the war effort in the Pacific area of Australia, New Zealand, Netherlands, and Great Britain was accepted.

C. Third meeting:

1. With reference to U.S. Corregidor-Bataan Memorial Commission, Chairman O'Neal's letter of July 8, 1964, regarding the establishment of a special advisory board to determine what archival and war memorabilia items may be displayed on the memorial building, it was decided that this activity could properly be the task of the NSC in conjunction with the Philippine Historical Committee and the National Heroes Commission.

2. There was a general agreement that the draft of a Philippine-American agreement covering the memorial project was properly a responsibility of the respective Departments of State of the United States and of the Republic of the Philippines and that both Commissions would enter into this matter in an advisory capacity only. It is anticipated that the final agreement would include appropriate documents which would turn over the American memorial project to the Republic of the Philippines. The control and maintenance of the memorial project would then be the responsibility of the Philippine Government through the National Shrines Commission in accordance with Executive Order No. 58, series 54.

3. The deputy chairman, NSC, indicated that either through legislation or issuance of an Executive order a directive would be promulgated which would create the Corregidor Shrines Administration. This agency would have the eventual responsibility and authority for all the memorials in the Corregidor Island.

4. There was a general discussion on the necessity of documentary films and the question of available films dealing with the Bataan and Corregidor war campaign. The deputy chairman of the National Shrines Commission will endeavor to obtain the documentary film "Brave Little Island" for review prior to the departure of Captain Kelly.

5. On the suggestion of Captain Kelly for a formal meeting between the two Commissions, preferably in Washington, D.C., sometime during the period of February to April 1965, the deputy chairman agreed to the suggestion. In this connection, Captain Kelly emphasized that the presence of the Philippine Commission at Washington during this period before the opening of the U.S. Congress, will facilitate the release of the necessary funds for the construction of the U.S. memorial at Corregidor Island. The purpose of this joint meeting would be to carry out the American legislative requirement that the final design of the American memorial project on Corregidor be acceptable to the National Shrines Commission.

6. The matter of placing a historical U.S. naval vessel which served in the Pacific war on display was discussed. Captain Kelly stated that he would look into the matter of whether such war vessel is available.

7. On the proposed dedication ceremony date for the turnover of the memorial to the Philippine Government on March 2, 1967, to coincide with the 22d anniversary of the recapture of Corregidor, it was agreed in general that the Philippine Government, as the host nation, would have the overall responsibility for planning and execution of the appropriate ceremony. In this connection, the NSC will make appropriate recommendations to the Secretary of National Defense, as Chairman, National Shrines Commission, for the final consideration by the President.

SAMUEL G. KELLY,
Executive Director, Corregidor-Bataan Memorial Commission (United States).

EUFRONIA M. ALIP,
Deputy Chairman and Project Director, National Shrines Commission (Philippines).

Attested:

ANTENOR B. ROQUE,
Board Secretary, NSC.

D. Members of the Advisory Group to the Corregidor-Bataan Memorial Commission:

Mr. William B. Belknap.
Brig. Gen. Clifford Bluemel, U.S. Army (retired).
Mrs. Arleigh Burke.
Col. Mildred I. Clark, chief, Army Nurse Corps.
Gen. J. Lawton Collins, U.S. Army (retired).
Brig. Gen. Charles C. Drake, U.S. Army (retired).
Mr. William G. Dwyer, national commander, Disabled American Veterans.
Congressman Dante Fascell.
Dr. Frank B. Gigliotti, D.D.
Capt. Joy Bright Hancock, U.S. Navy (retired).
Mr. John A. Jenkins, commander in chief, Veterans of Foreign Wars.
Mr. Donald E. Johnson, national commander, the American Legion.
Gen. George C. Kenney, U.S. Air Force (retired).
Fleet Adm. Chester W. Nimitz, U.S. Navy.
Hon. J. P. Richards.
Mr. Cornelius Van S. Roosevelt.
Mr. Herman W. Scholtz.
Senator Hugh Scott.
Gen. Holland M. Smith, U.S. Marine Corps (retired).
Senator John W. Sparkman.
Capt. C. Edwina Todd, Nurse Corps, U.S. Navy.
Hon. James P. Van Zandt.
Hon. Alexander Wiley.

VETERANS OF FOREIGN WARS

RESOLUTION NO. 179 IN SUPPORT LEGISLATION FOR A CORREGIDOR MEMORIAL

Whereas it has come to our attention that there is no memorial on the island of Corregidor; and

Whereas the island and all of the old fortifications are badly deteriorated; and

Whereas there already exists a Corregidor Commission appointed by the President of the United States; and

Whereas it appears that a memorial could be established and erected in cooperation with the Philippine Republic; and

Whereas we believe that a lasting and fitting memorial should be erected on the fortress: Now, therefore, be it

Resolved by the 65th National Convention of the Veterans of Foreign Wars of the United States, That we strongly recommend that a lasting memorial be established on Corregidor.

Adopted at the 65th National Convention of the Veterans of Foreign Wars of the United States, held at Cleveland, Ohio, August 21–28, 1964.

FORTY-FOURTH ANNUAL NATIONAL CONVENTION OF THE AMERICAN LEGION, LAS VEGAS, NEV., OCTOBER 9–11, 1962

Resolution No. 630.

Committee: Internal affairs.

Subject: Build a memorial park on Corregidor Island in the Philippine Islands.

Whereas a bill has been presented before the U.S. Congress at each session since 1953 to appropriate $7.5 million for the construction of a war memorial on Corregidor Island; and

Whereas such a bill has never passed the U.S. Congress because of the little enthusiasm for the construction of an ornate and expensive memorial on Corregidor Island; and even the Philippine Government is presently of the opinion that "the proposal to build a large and ornate memorial on the island is impractical and unwise"; and

Whereas while both the United States and Philippine Governments agree, however, that an appropriate memorial be built as soon as possible, but not necessarily a large and ornate memorial as that originally contemplated to cost $7.5 million; and

Whereas active support could be generated on the part of both the United States and Philippine Governments for a more modest but no less appropriate memorial at Corregidor, namely, for the conversion of the island into a memorial park as a fitting homage to the sacrifices and ideals which Corrigidor symbolizes; and

Whereas the development of Corregidor Island along the lines suggested by U.S. Undersecretary of State George Ball, hereby attached as annex A to this resolution and forms an integral part hereof, as concurred in by the Philippine Secretary of Foreign Affairs Emmanuel Pelaez, would require an estimated $1,500,000: Now, therefore, be it

Resolved by the 44th National Convention of the American Legion in regular meeting assembled in Las Vegas, Nev., October 9–11, 1962, That the American Legion support the U.S. Department of State with its proposal, as agreed to by the Philippine Government, to convert Corregidor Island into a memorial park; and

Urges either the U.S. Congress to consider and to pass the proper legislation, preferably during the next session of the U.S. Congress, appropriating an amount of $1,500,000, or the executive branch through the State Department to make available aforesaid amount, to be used by the U.S. Government, through and in cooperation with the Philippine Government, for the development of Corregidor Island as a war memorial commemorating both Philippine and United States ideals of liberty and friendship.

LEGISLATIVE RESPONSIBILITIES, POLICY DEVELOPMENT AND ADMINISTRATION

Captain KELLY. Yes, sir, Senator Bible, I will give the highlights and then Mr. Shytle has a brief statement. Following that, Senator, if you so desire, we would be glad to show you the final design of the memorial which you may find very interesting.

Senator BIBLE. All right.

Captain KELLY. As you know, Senator Bible, the Senate members of our commission are Senators McGee and Case, and we hope to have Senator Brewster. Senator Brewster has been nominated but his commission is not yet signed.

Senator BIBLE. Fine.

Captain KELLY. Basically, our request for $35,000 is to permit the commission to discharge its legislative responsibilities, to develop policy guidance required by the Assistant Administrator for Con-

struction, the Veterans' Administration, and to carry out necessary administrative functions.

Selection of Memorial Site

Last October, as Executive Director, I visited Corregidor Island in company with a member of the architectural engineering firm designing the memorial. We selected an appropriate site and this site was approved by an agency of the Philippine Government called the Philippine National Shrines Commission. The Filipinos are extremely interested in the development of this American memorial on Corregidor and are continuing to develop all of Corregidor as a shrine.

Philippine Government Participation

Most of the areas there are now easily accessible to tourists. I received official reports that indicate since 1960 the Philippine Government has actually expended over ₱3 million on Corregidor and——

Senator Bible. How much is that in dollars?

Captain Kelly. Approximately $800,000, about 4 to 1.

They also have authorized an additional ₱340,000 and are asking for a final ₱3,720,000. This total is approximately $1.8 million.

So, when their program is completed, moneywise, they will have more than equaled what the American cost will be. But, in addition, they are providing the site for the American memorial at no cost.

Senator Bible. For what is their money used?

Captain Kelly. Their money is now being used to increase the road network up to Topside, as the higher part of the island is called. The new concrete roads are being built to that area. They have cleaned out Malenta Tunnel. They have also cleaned out and made accessible all the old gun implacements.

In short, it was a general cleaning up of the island. As Senator McGee mentioned last year, he was appalled when he visited the island about 3 years ago at a complete lack of any cleanup program, and the jungle growth had been allowed to grow and impede access to these various historical sites.

Dedication Ceremonies

Dedication ceremonies are planned for a most appropriate date, March 2, 1967, which is the 22d anniversary of the recapture of Corregidor.

The officials of the Philippine National Shrines Commission have indicated a desire to make quite a national celebration of this, and I cannot speak for their plans, but they told me they hope that they would act as a host nation and hope to have the President of the United States and other high officials in attendance.

Senator Bible. What is that date again?

Drawings, Specifications and Bids

Captain Kelly. March 2, 1967.

Our present legislation puts rather a straitjacket in time on us. The Commission goes out of existence on May 7, 1967, which is only a few short months after the dedication. In order to have a meaning-

ful degree of construction completed by March 2, 1967, it will be necessary that we start on the working drawings and specifications by May 1 and——

Senator BIBLE. May 1 of what year, this year?

Captain KELLY. Yes, sir, 1965.

We will have to invite bids by October 22, 1965, and award the bid by February 18, 1966, just about 11 months from now. So, we are very anxious to proceed on these tasks and meet our time schedule.

There is no limiting date on the construction of the memorial. This can extend to whatever period of time is required, but we would hope to have the memorial project virtually completed by the dedication of March 2, 1967.

CONSULTATION WITH PHILIPPINE NATIONAL SHRINES COMMISSION

With our request for $35,000 to run the Commission during the coming year, sir, we hope to consult with members of the Philippine National Shrines Commission who expect to come in here next month sometime in order to formally accept the design, which I will show you if you wish.

Our legislation requires that the Philippine National Shrines Commission be agreeable to the design. They can't change it or make any alterations in it; however, they have the right to accept it and informally we have indicated to them the trend of the design and anticipate no trouble.

Senator BIBLE. As far as this country is concerned, who approves it?

Captain KELLY. The Corregidor-Bataan Memorial Commission.

Senator BIBLE. This is a joint commission?

Captain KELLY. United States only, and they have approved it unanimously.

Senator BIBLE. The Philippine Government does what?

Captain KELLY. They have the right to look at the design and to accept it. This is not quite so brusque as it may sound. The law says the two Commissions shall in cooperation and after consultation decide as to the type of design. We have, of course, produced the design, and they will cooperate, I am sure, and accept it.

Senator BIBLE. Again, when is the design to be submitted to them?

Captain KELLY. In April—next month, sir.

The Chairman of the Philippine National Shrines Commission has indicated they will send three or four representatives to Washington and we will have a joint meeting and then it will be formally accepted.

Senator BIBLE. Do you anticipate acceptance next month?

Captain KELLY. Yes.

VETERANS' ADMINISTRATION RESPONSIBILITY

Senator BIBLE. Once it is accepted, what do you do?

Captain KELLY. Once it is accepted the Veterans' Administration directs the architect to start on the preparation of the final working drawings.

Senator BIBLE. The responsibility is transferred to the Veterans' Administration?

Captain KELLY. Yes.

Senator BIBLE. Upon the date of acceptance?

Captain KELLY. Actually it is transferred now because the Corregidor-Bataan Memorial Commission has approved it.

Senator BIBLE. Since the approval of the design by the Corregidor-Bataan Memorial Commission, has the Veterans' Administration been doing certain advanced planning?

Captain KELLY. Yes; but I will ask Mr. Shytle about that. He may wish to expand on my answers.

Senator BIBLE. Very fine.

SURVEY OF CONTIGUOUS BATTLEFIELD BOUNDARIES

Captain KELLY. The next important task which we will accomplish during the coming fiscal year is to study and lay out the boundaries of the contiguous battlefield park which our legislation requires. I will point these out on our design sketches when I show them to you.

Senator BIBLE. Very well.

COLLECTION OF WAR MEMENTOS AND DOCUMENTARY FILMS

Captain KELLY. Another task will be a determination of the war mementos. These will be World War II artillery, perhaps some of the old fighter planes and bombing planes which we hope to acquire and place in this battlefield park.

A final important task will be the initiation of the documentary film or films, which is called for by the legislation.

I have viewed a number of the so-called documentary films which have been shown on TV during the past year and in prior years and it is our hope that we will have a film which will be much better than the films which we have seen, not better technically, but better in giving the viewer an understanding of the background of the Pacific war, what caused it, and then the conduct of the Pacific war.

In addition to all these tasks, of course, we have the usual administrative load of handling requests for information, handling letters directed to Congressmen which are referred to us, preparing our budget, and so on.

I would like now to introduce Mr. Shytle, Controller for the Veterans' Administration.

1965 APPROPRIATION

Senator BIBLE. Before we do that, you had $25,000 made available to you for the current fiscal year. Is that correct?

Captain KELLY. This has been spent primarily for the salaries of the Executive Director, his salary corresponds to a GS–15, and I am correct, because I happen to be the Executive Director.

Senator BIBLE. I thought you were speaking of yourself.

Captain KELLY. I was trying to be editorially remote.

The Executive Director has not had any salary increase granted by the Commission since he was first hired in 1956. The increases have been made by the Congress. I make no complaint on this score, I think the compensation is adequate.

There is also a secretary-stenographer and this is the entire staff of the Commission.

THE 1966 INCREASES

During the coming year we will have to employ an historical researcher. This would be about $7,000 including personnel benefits. There will be an increase in the travel item of $1,000 and a contract item of about $2,000 for special consultation on art items.

This is the reason why we have moved from $25,000 to $35,000, sir. We are within our authorization on this and our final request will be next year about this time, sir.

Senator BIBLE. Very good.

We will now hear from the Veterans' Administration.

Mr. Shytle, are you the main witness?

Mr. SHYTLE. Yes, I am.

Senator BIBLE. First let us place in the record the justification for the construction estimate by the Veterans' Administration of the Corregidor-Bataan Memorial.

(The justification referred to follows:)

VETERANS' ADMINISTRATION

CONSTRUCTION, CORREGIDOR-BATAAN MEMORIAL

GENERAL STATEMENT

Public Law 88-240 approved December 23, 1963, authorized to be appropriated to the Veterans' Administration, without fiscal year limitation, such sums of money, but not to exceed $1,500,000 needed for planning and construction of a memorial on Corregidor Island. The Department of Interior and Related Agencies Appropriation Act, 1965, Public Law 88-356 appropriated to the Veterans' Administration $100,000 for planning the memorial. The $100,000 appropriation enabled the VA to initiate action leading to the development of a suitable design for the memorial project. A contract was awarded for architectural and engineering services necessary for the completion of preliminary planning for the memorial. The preliminary design work has been completed.

Authorization for preparation of certain documentary films was included in Public Law 88-240 and a start has been made in developing historical research data. Estimated obligations under the $100,000 appropriated for 1965 are as follows:

Architect-engineer contract preliminary planning	$27,000
Architect-engineer contract working drawings	64,000
Other expenses	9,000
Total	100,000

New obligational authority of $1,400,000 is recommended in 1966 for the construction of this memorial on Corregidor Island to commemorate the veterans who fought in the Pacific area during World War II.

The amount recommended it to permit the awarding of the construction contract and to provide for the onsite supervision during construction and development of a documentary film. The schedule for this project is as follows:

Start on working drawings, May 1, 1965.
Complete working drawings, October 1, 1965.
Invitations to bid, October 22, 1965.
Award of construction contract, February 18, 1966.
Dedication; construction completed, March 2, 1967.

Comparative summary of requirements by object

	Fiscal year 1964 actual	Fiscal year 1965 estimated	Fiscal year 1966 estimated	Increase (+) or decrease (−) 1966 over 1965
Average employment		0.7	3	+2.3
11 Personnel compensation: Permanent positions		$7,175	$28,072	+$20,897
12 Personnel benefits		1,000	2,000	+1,000
Total, personnel compensation and benefits		8,175	30,072	+21,897
21 Travel and transportation of persons		1,000	3,000	+2,000
25 Other services		90,825	116,000	+25,175
32 Lands and structures			1,200,928	+1,200,928
Total obligations		100,000	1,350,000	+1,250,000
Unobligated balance brought forward				
Unobligated balance carried forward			50,000	+50,000
Appropriation		100,000	1,400,000	+1,300,000

JUSTIFICATION AND EXPLANATION OF REQUEST BY OBJECT

11 *Personnel compensation, $28,072.*—It is estimated that $28,072 will be required for personnel compensation; $17,725 of this amount is for a GS–12; resident engineer, $10,250; GS–4 clerical assistant, $4,480 plus cost of living allowance of $2,995. Another GS–12, $10,250 is provided for administrative and technical service.

12 *Personnel benefits, $2,000.*—It is estimated that $2,000 will be required under this object to cover the Government's contribution, in accordance with existing legislation, to various health and welfare funds for the benefit of its employees. The funds are for:

(*a*) Civil service retirement fund	$1,745
(*b*) Federal employees life insurance fund	87
(*c*) Federal employees health insurance fund	168
Total	2,000

21 *Travel and transportation of persons, $3,000.*—It is estimated that $3,000 will be required for travel and transportation of technical personnel. This represents an increase of $2,000 over 1965 and is primarily for the travel of the resident engineer who will be assigned to supervise construction of the memorial. Also included are provisions for on-site inspection by central office personnel.

25 *Other services, $116,000.*—It is estimated that $116,000 will be required under this object. This is a net increase of $24,175 over 1965. Included in this object is:

(*a*) $100,000 to cover the cost of preparing a documentary film commemorating the story of Bataan and Corregidor and other films of the Pacific phase of World War II.

(*b*) $16,000 to cover the cost of the architect-engineers' fee during the construction phase of the memorial.

32 *Lands and structures, $1,200,928.*—It is estimated that $1,200,928 will be required under this object. These funds will provide for the construction contract for the memorial.

PROSPECTUS FOR CONSTRUCTION—CORREGIDOR-BATAAN MEMORIAL

I. DESCRIPTION OF THE PROJECT

The project provides for construction of a battlefield-type memorial to be erected on Corregidor Island to commemorate veterans who fought under the American flag in the Pacific area during World War II.

II. JUSTIFICATION

A. Historical background:

1. The Corregidor-Bataan Memorial Commission was created by an act of Congress in 1953 (Public Law 193, 83d Cong., approved Aug. 5, 1953).

2. An amendment to the basic legislation (Public Law 88-240 approved Dec. 23, 1963) authorized appropriation to the Veterans' Administration, but not to exceed $1,500,000 for planning and construction of the memorial. Public Law 88-356, the Department of Interior and Related Agencies Appropriation Act 1965, appropriated to the Veterans' Administration $100,000 for planning the memorial.

B. Mission: The function of the Commission, in cooperation with the Philippine Government, was to plan a memorial to be erected on Corregidor Island in Manila Bay to commemorate veterans who fought under the American flag in the Pacific area during World War II.

C. Brief of construction program: The Philippine National Shrine Commission has set aside a site (approximately 490,000 square feet) on the eastern side of the old parade ground on Corregidor Island.

The memorial, which will be designed with simplicity, will include a ceremonial court flanked with twin flagpoles from which the flags of the United States of America and the Republic of the Philippines will fly. These will be illuminated at night. In front of the ceremonial court will be a memorial building of appropriate design within which will be the memorial room; a smaller building of appropriate design will be provided for use as a tourist center and auditorium. This building will house mementos and historical documents of the Pacific phase of World War II and will be used for showing documentary films commemorating the story of Bataan and Corregidor and other appropriate films of the war. The preparation of these films is also included in this project.

A battlefield park, including historical markers and appropriate mementos, and necessary clearings and landscaping will be located in the area of the memorial.

The U.S. memorial will be screened from the ruined barracks and other ruined buildings surrounding the parade ground by heavy tropical growth and creative landscaping.

III. BUDGETED COSTS

Total budgeted costs, $1,500,000.

THE 1965 APPROPRIATION TO VETERANS' ADMINISTRATION

Senator BIBLE. Last year $100,000 was appropriated for initiation of construction work on this memorial. Please tell us what you have done in the past year with those funds?

Mr. SHYTLE. Yes, sir, is the statement going to be inserted in the record in full?

Senator BIBLE. Yes, it will be inserted in the record, and you may highlight it. You may tell what you have done with the $100,000.

(The statement referred to follows:)

STATEMENT BY MR. JOHN D. SHYTLE CONTROLLER, VETERANS' ADMINISTRATION

Mr. Chairman and members of the committee. It is a privilege to be here today representing the Veterans' Administration. I have with me Mr. Lee Mork, from our Construction Service, who will be the coordinator for the project to construct the memorial, and Mr. Edgar C. Peoples, of our Budget Service. As you know, our agency was selected for the actual construction of the memorial on Corregidor Island. This was done because we have a technically competent organization that is handling an annual construction program of approximately $100 million. We have a regional office in Manila that can assist in the financial administration of the contract, and we have cooperated with the Commission since its origin by providing it certain administrative services. We feel we are uniquely qualified to participate in the construction of this memorial.

The sum of $100,000 was appropriated on July 7, 1964 by Public Law 88-356 for the planning of this memorial on Corregidor Island. The architectural firm of Naramore, Bain, Brady & Johanson was selected to participate in the design. Preliminary plans have now been completed and reviewed by the Corregidor-Bataan Memorial Commission and by our Construction Service.

It is planned to start working drawings on May 1, 1965 and award the construction contract on February 18, 1966. On-site supervision of construction and administration of funds will be performed by the Veterans' Administration. We anticipate that construction will be completed by March 2, 1967, the date on which dedication of the memorial is scheduled to take place.

A total of $1.5 million was authorized for the memorial by Public Law 88-240, December 23, 1963. We are now asking for the appropriation of $1.4 million for the construction of the memorial and the preparation of a documentary film. Our estimates indicate the need for requesting the full authorization.

We have the design drawings with us and are prepared to discuss them with you. We will also be pleased to discuss any other questions you may have regarding this project.

PRELIMINARY PLANNING, WORKING, DRAWING, AND CONTINGENCIES

Mr. SHYTLE. Mr. Chairman, Public Law 88-240 authorized $1.5 million for the construction of the memorial on Corregidor Island. Public Law 88-356 appropriated $100,000 on July 7, 1964, for the Veterans' Administration to undertake preliminary planning and design of this memorial.

Now, the $100,000 that was available has been spent in this manner. We let a contract for preliminary planning last August and it cost $27,000.

Senator BIBLE. This was the architect's fee?

Mr. SHYTLE. Incidentally, I would like to mention to you, sir, that we have a very competent architectural firm from Seattle by the name of Naramore, Bain, Brady & Johanson, and these people have done much work for the Veterans' Administration. They did our Seattle hospital and they won the memorial competition in the initial phase of the Commission so they are very competent people.

Now, I will explain to you about the money.

Senator BIBLE. They were selected by whom, the Commission?

Mr. SHYTLE. Yes, by the Commission.

Senator BIBLE. And the Veterans' Administration, or was it a joint selection?

Mr. SHYTLE. The Commission nominated them and then we, through our regular procedure, chose them.

Senator BIBLE. By "we" do you mean the Veterans' Administration?

Mr. SHYTLE. Yes, sir.

Senator BIBLE. Very well, proceed.

Mr. SHYTLE. We are going to use $64,000 of the $100,000 to let the contract for working drawings and that will leave of the original $100,000 a total of $9,000 available for personnel, travel, and miscellaneous contingencies. That is a very small amount in this type of project?

BUDGET ESTIMATE, 1966

We are here today asking for an appropriation of $1.4 million. This is basically for the construction. I will break it down. Roughly, it will be $1.2 million for the cost of construction contracts. We expect to use approximately $100,000 for the various documentary films that Captain Kelly has mentioned.

We will need $16,000 of the $1.4 million to cover the architect's fees during construction.

We have, then, a small contingency of approximately $84,000 for other expenses such as the resident engineer, travel and so on, that is not totally earmarked at this stage. This is a very small amount for this type of project. We are tied to the $1.5 million authorization. When these working drawings come to about 75 or 80 percent, we will reevaluate. In other words, we will cut the cost to fit the pattern. We intend to build this memorial within the authorization and we think we can.

Senator BIBLE. You can't make what I would call an "engineer's estimate" on this until you actually get the plans and specifications which the architects will give you?

Mr. SHYTLE. Yes, you are correct, and I have Lee Mork, the project director for the construction here, he knows the design and construction aspects of it.

Senator BIBLE. He can answer that?

Mr. SHYTLE. Yes.

PROGRAM SCHEDULE

Senator BIBLE. Do I understand from you that you are on schedule?

Mr. SHYTLE. I can give you the complete schedule if you would like to have it.

Senator BIBLE. I think it has already been inserted in the record. Are you on schedule?

Mr. SHYTLE. Yes, we plan to have complete working drawings on October 1, 1965. We will send bids on October 22, 1965. The award of construction contract will be February 18, 1966, so approximately this time next year we will be awarding this construction contract and we will have from that date until the dedication date of March 2, 1967, to finish the construction.

Senator BIBLE. Is this a realistic completion time? This allows only a few days more than a year.

Mr. MORK. It is fairly tight, but the principal work can be completed, we think.

Senator BIBLE. What type of delays would you anticipate in a construction project of this kind in the Philippines, or more specifically, at the Corregidor-Bataan Memorial site? Do you have a weather problem, so many good months, so many bad months?

Captain KELLY. I would like to attempt to answer that, Senator Bible. A little over 12 months is a very tight schedule and we don't anticipate the memorial will be completed by March of 1967 when we hold ribbon-cutting ceremonies, but there is no legislative requirement it be completed by that date.

Senator BIBLE. What date has the legislation set?

Captain KELLY. None.

Mr. SHYTLE. The Commission expires.

Senator BIBLE. Why do you have the ribbon cutting before it is complete?

Captain KELLY. It will be virtually complete and because the Commission expires shortly thereafter, they want to dedicate it before the expiration date.

Senator BIBLE. I see.

Captain KELLY. It will be virtually completed but I want to point out there is no time limit, the construction could go through 1967 or longer if necessary.

Senator BIBLE. The March date was selected because the Commission will expire soon thereafter.

Captain KELLY. In May 1967 the Commission expires.

Mr. SHYTLE. We have had lots of experience with the Philippines. We built a hospital out there and have an office located in Manila and we feel this is a realistic schedule from that point of view.

VETERANS' ADMINISTRATION PERSONNEL

Senator BIBLE. Now, all three of you men are from the Veterans' Administration?

Mr. SHYTLE. That is correct.

Senator BIBLE. Are your salaries in any way charged to this project? Is this just one of your assignments?

Mr. SHYTLE. No, our salaries are not charged to this, this is just one of our assignments. What we have done is furnish housekeeping for the Commission and other minor things without charge. We have all participated in it and done that. It has been a very small and conservative Commission throughout the years.

PERSONNEL PAID FROM COMMISSION APPROPRIATED FUNDS

Mr. MORK. I would like to add a little to that. During construction the Veterans' Administration will supply a resident engineer.

Senator BIBLE. Who supplies the resident engineer?

Mr. MORK. The Veterans' Administration.

Senator BIBLE. Out of their regularly appropriated funds?

Mr. MORK. No, sir.

Senator BIBLE. Out of the $1.5 million?

Mr. MORK. Yes, sir. He will be on the site and supervise the construction.

Senator BIBLE. It will be a direct charge in the framework of the overall $1.5 million?

Mr. SHYTLE. To this authorization; yes, sir.

Mr. MORK. He will also have a secretary to help with the paperwork.

COMMENDATION OF VETERANS' ADMINISTRATION

Captain KELLY. I would like to say at this time how very much the chairman, Mr. Emmet O'Neal, and I have appreciated the cooperation of the Veterans' Administration during the last 5 or 6 years. Our legislation permits us to ask the various Government departments to assist us, but we found the Veterans' Administration did a great many things over and above the call of duty.

Senator BIBLE. I am sure they are glad to be of assistance. Mr. Driver is the recently appointed Administrator, following Mr. Gleason's retirement. He will be happy to receive those plaudits, because presently at an early stage of his career, he gets very few kind words in view of the nationwide problem respecting the closing of veterans hospitals.

Captain KELLY. Would you like to see these sketches?

LETTER OF SENATOR CASE

Senator BIBLE. Yes, I would.

No further questions occur to me, and I think the record is adequate to sustain your request for $1.4 million.

There will appear in the record at this point a letter from one of the members of the Commission, Senator Case, urging the subcommittee to approve the budget request.

(The letter referred to follows:)

PLANS FOR SUITABLE MEMORIAL

U.S. SENATE,
Washington, D.C., February 16, 1965.

HON. CARL HAYDEN,
Chairman, Subcommittee on Department of Interior and Related Agencies Appropriation, Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: In a couple of days the Subcommittee on the Department of the Interior and Related Agencies Appropriation will start hearings and among the items to be considered will be the budget requests for the Corregidor-Bataan Memorial Commission.

I am a member of the Commission, having been appointed in 1963 by President Kennedy, and in this capacity I wish to urge that the members of your subcommittee give favorable consideration to appropriating the funds requested by the Commission so that we can proceed with plans for the memorial.

It is now more than two decades since the heroic stand of the Americans and Filipinos on Corregidor and the horror of the Bataan death march and no memorial has yet been executed. The Commission itself was set up in 1953 and since then it has been working on plans for a suitable memorial on the island. I understand that pictures of a proposed design are being readied for presentation to the subcommitttee in a few days.

The war in the Pacific, I believe, was the first time that Asians and westerners fought shoulder to shoulder for a common ideal of freedom. The memorial will be a permanent recognition of their joint sacrifice in its defense.

As a member of the Corregidor-Bataan Memorial Commission, I hope that your subcommittee will see fit to approve the budget request of the Commission.

Sincerely,

CLIFFORD P. CASE, *U.S. Senator.*

DISPLAY OF MEMORIAL DESIGN

Senator BIBLE. Now we shall go off the record while you show me the sketches.

(Whereupon, a brief recess was taken.)

Senator BIBLE. On the record.

That appears to be a very, very fine memorial. You have done an excellent job on it.

Captain KELLY. Thank you, sir; Mr. O'Neal deserves the credit.

Senator BIBLE. Thank you very much, Captain Kelly, and thank you, gentlemen.

Mr. SHYTLE. Thank you, sir.

NATIONAL CAPITAL TRANSPORTATION AGENCY

STATEMENT OF C. DARWIN STOLZENBACH, ADMINISTRATOR, AND J. NEAL TOMEY, DIRECTOR, OFFICE OF ADMINISTRATION

JUSTIFICATION

Senator BIBLE. We shall now proceed to the hearing on the justification for the National Capital Transportation Agency.

For fiscal year 1966 the National Capital Transportation Agency proposes a budget of $490,000, which is $10,000 less than the fiscal year 1965 appropriation. The justification will be placed in the record.

(The justification referred to follows:)

SALARIES AND EXPENSES

Appropriation, fiscal year 1964	$1,000,000
Actual obligations	747,083
Unobligated balance reverting to Treasury	252,917
Appropriation, fiscal year 1965 (by transfer)	500,000
Summary of differences:	
Decrease in personnel compensation resulting from lower staff levels during entire year	−9,000
Decrease in personnel benefit costs	−1,000
Budget estimate, fiscal year 1966	490,000

Analysis by object of expense

		Estimate, 1965	Estimate, 1966	Difference (+) or (−)
11	Personnel compensation	$399,000	$390,000	−$9,000
12	Personnel benefits	28,000	27,000	−1,000
21	Travel and transportation of persons	6,000	6,000	
23	Rent, communications, and utilities	15,000	15,000	
24	Printing and reproduction	10,000	10,000	
25.1	Other services	10,000	10,000	
25.2	Services of other agencies	25,000	25,000	
26	Supplies and materials	6,000	6,000	
31	Equipment	1,000	1,000	
	Total	500,000	490,000	−10,000

HIGHLIGHT STATEMENT

The National Capital Transportation Agency was established by Public Law 86-669 (74 Stat. 538) approved July 14, 1960. The basic principles and guidelines laid down by the Congress were—

An improved transportation system is essential to efficient governmental functions and the orderly development of the Nation's Capital and the surrounding area;

Planning for such a system should be done on a regional basis with cooperation among the Federal, State, and local governments of the region and the various public carriers in the development and administration of major transportation facilities;

Financial participation by the Federal Government is required in the creation of certain major transportation facilities that are beyond the financial capacity or borrowing power of the public carriers, the District of Columbia, and the local governments of the region;

Plans for transportation facilities should be coordinated with other public facilities and with the use of land, both public and private.

Within this framework, the Agency has responsibility for preparing a transit development program which includes preliminary engineering plans, description of the character of the services to be rendered, a timetable for providing the facilities, detailed estimates of costs and revenues, and the financial and organizational arrangements for a modern transportation system for the National Capital region. The report on finance and organization as required by section 204(g) of the act was transmitted to the President on November 1, 1962.

On May 27, 1963, the President transmitted the Agency's program to the Congress together with proposed implementing legislation. Hearings were conducted by a subcommittee of the Committee on District of Columbia of the House of Representatives and on December 6, 1963, reported favorably H.R. 8929, a bill to authorize construction of an abbreviated version of the rail system proposed by the Agency. On December 9, 1963, H.R. 8929 was considered by the House and returned to committee for further study.

During the current fiscal year the Agency has conducted further studies of the system proposed in H.R. 8929 and of the major questions raised in the House of Representatives during the debate. Certain modifications of the system as well as proposals to clarify the issues raised by the Congress are being readied for presentation to the 89th Congress early in the first session.

EXPLANATION OF THE ESTIMATES

The specific work programs of the Agency for fiscal year 1966 will be explained in connection with the estimates for the major activities of the staff.

TRAFFIC AND FINANCIAL PLANNING

This activity includes seven positions in the Office of Planning and Finance to cover the following functions:

TRAFFIC FORECASTING AND ROUTE PLANNING

It is essential that the Agency's rapid transit plan be kept current during the period required for decisions on how to proceed with its implementation. The Agency's plans must be continuously under review to account for population shifts, construction of new centers of employment, and for changes in highway plans and in the urban development policies of local planning agencies and government bodies.

Through close cooperation with the local governments and their planning bodies, transit planning is being introduced into the master land development plans of the region. The Agency is often requested to aid local efforts in preparing plans. These joint studies sometimes result in modifications of route alinements, station locations, access and parking facilities and similar items. The final product is the coordination of transit planning with other land uses acceptable to the local governments and to this Agency. An important purpose of this cooperation is the preservation of sites needed for future transit facilities.

Traffic estimates must continue to be updated as a basis for effective transportation planning. Since the downtown sector is the most important generator of traffic flow, it is important that the Agency keep abreast of travel trends in the downtown area and continuously examine and assess the implications of these trends on transportation requirements.

FINANCIAL PLANNING

In fiscal year 1966, the Office of Planning and Finance will concentrate primarily on working with the Office of Engineering on the development of a more detailed plan for the phasing of the construction of the system and the financial

implications involved. Representative major projects to be undertaken in fiscal year 1966 are as follows:

1. Present operating cost estimates are based on the assumption that the Agency would utilize a flat 25-cent fare within the 10-mile square constituting the original District of Columbia, and 35 cents from stations outside the square. The larger system originally proposed by the Agency and, which may ultimately be needed to service the National Capital area efficiently, had been based on multiple-zone fares. Studies are needed to insure the adaptability of the initial fare collection system to a multiple-zone structure as the routes are extended.

2. Operating revenues of the proposed system are based on the assumption that over 11,000 parking spaces will be provided for patrons of the rapid transit system at 9 of the stations. Studies are needed to determine the revenue impact of appropriate charges for some or all of these parking spaces.

3. The Agency's estimates include equitable payments to local bus operators for the transfer of passengers to the rail system. Additional work is required to develop the economic basis for prospective future agreements between the rapid transit operators and the local bus companies concerning fare-distribution arrangements.

ENGINEERING PLANS

These estimates provide for a staff of seven full-time personnel in the Office of Engineering.

During fiscal year 1966, the Office of Engineering will continue to be engaged in the refinement of the engineering details of the revised transit system with emphasis on those areas having the more complex physical features or the more expensive types of construction. The objectives of this process will be to reduce costs, simplify construction, and improve operations. Considerable attention will be given to the refinement of the proposed construction schedule, involving the development of a more detailed breakdown of anticipated construction contracts than has been prepared thus far. As part of this process, preliminary engineering studies will be made of various sites to determine their suitability for temporary terminals as construction proceeds and additional segments of routes put into operation. Optimum locations of turnback points will likewise be established with a view to insuring the best possible operation following each stage of construction.

Engineering assistance in the form of plans, profiles, and estimates of cost will be furnished the Office of Planning and Finance in its work of coordinating details of transit routes with the plans of the various local jurisdictions in the region.

The staff of the Office of Engineering will continue research in train control equipment, trackwork and transit vehicle design since these items have long lead-time requirements. As a result of new interest in urban transportation matters, considerable research in equipment design is emerging in this field. Consequently, the Office of Engineering will endeavor to keep abreast of current development in order that the system recommended by the Agency will include the latest improved technology.

As an essential element of the proposed transit plan, the Agency is confronted with the task of preserving the rights-of-way of the various routes insofar as it is practicable. Although Agency plans propose a system essentially within the District of Columbia, surrounding jurisdictions are faced with the same need to preserve rights-of-way and consequently call on the Agency for its views and from time to time forward plans to the Agency for study. The Office of Engineering reviews these plans and has been able to furnish design criteria and present alternative details in some instances to reduce the possibility of future unnecessary conflicts. This work is expected to increase in fiscal year 1966, due to accelerated highway and other public works programs in the National Capital region.

EXECUTIVE DIRECTION AND ADMINISTRATION

These functions relate to the overall executive direction of the Agency. The activities include the Office of the Administrator and Deputy Administrator, the Office of the General Counsel, the Office of Public Information and Community Services, and the Office of Administration.

OFFICE OF THE ADMINISTRATOR AND DEPUTY ADMINISTRATOR

The estimates include five full-time personnel for this office, which is responsible for the overall policy and executive direction of the Agency.

OFFICE OF THE GENERAL COUNSEL

These estimates provide for two full-time positions. The Office of the General Counsel provides general legal advice and services for the various Agency programs.

OFFICE OF PUBLIC INFORMATION AND COMMUNITY SERVICES

These estimates provide for a staff of three full-time positions in fiscal year 1966. The Office of Public Information and Community Service has charge of internal information facilities as well as the Agency's public information and community relations program requiring close cooperation with public and private organizations in the region. The workload of this Office is generated by the various media—press, radio, and television—as well as the public and is expected to increase as the public becomes more concerned with the details of the proposed system. As the Agency's program has become better known there have been an increasing number of requests from the public for information, for speakers, for statistical data, and for cooperation with the community educational activities. The Office of Public Information and Community Services is now dealing with federations and groups representing more than 500 organizations in the District of Columbia and the States of Maryland and Virginia. Requests for information or service are at the rate of 3,900 per year and are on an upward trend. This Office is also called upon to provide information and services for visitors from other U.S. cities and foreign countries.

OFFICE OF ADMINISTRATION

The estimates provide for four full-time positions. The Office of Administration is responsible for all internal management services including personnel, budget and fiscal, mail and records, space, equipment, and similar matters.

The estimate also includes $20,000 to reimburse the General Services Administration for payroll, procurement, disbursing, and other housekeeping services furnished to the Agency.

SUMMARY OF DISTRIBUTION BY OBJECT OF EXPENSE

PERSONNEL COMPENSATION

The estimate includes $390,000 for personnel compensation consisting of $362,000 for 28 full-time positions, $28,000 for positions other than permanent.

OTHER OBJECTS

1. For personnel benefits authorized by law including retirement contributions, health benefits, life insurance, and Federal Insurance Contribution Act taxes, $27,000. (Includes $1,650 for reimbursement to Bureau of Employees' Compensation, Department of Labor, pursuant to the 1960 amendments to the Federal Employees' Compensation Act (5 U.S.C. 785).)
2. The sum of $6,000 for official travel expenses and per diem costs of the regular staff, the Advisory Board, and any consultants and experts.
3. For rent, communications and utilities including telephone, telegraph, and teletype, $15,000.
4. For routine printing and reproduction services at the Government Printing Office or the General Services Administration, $10,000.
5. For other services of a contractural nature, $10,000. This is considered a minimal amount to meet any requirements for special studies or technical contracts which may be needed to supplement staff work particularly in developing material for the Congress in its consideration of the proposed system.
6. For services of other agencies, $25,000, including $20,000 for reimbursement to the General Services Administration for administrative support and $5,000 for possible computer services at other Government facilities such as the National Bureau of Standards, Department of Commerce.
7. The sum of $6,000 for office and engineering drafting supplies and materials.
8. For equipment, $1,000. This is a minimal amount to provide for replacement contingencies.

STATEMENT OF ADMINISTRATOR STOLZENBACH

Senator BIBLE. Mr. Stolzenbach, your prepared statement appears to be fairly short. I will have it incorporated in the record in full, or maybe you would prefer to read it.

Mr. STOLZENBACH. No, Mr. Chairman, I think I will summarize it.

Senator BIBLE. All right, it will be incorporated in the record at this point.

(The statement referred to follows:)

Mr. Chairman and members of the committee, I am pleased to appear before you today in support of the Agency's request for funds for the fiscal year 1966. This request would provide for an appropriation of $490,000 to cover the salaries of 28 full-time positions and other expenses such as personnel benefits required by law, transportation and per diem costs incident to temporary duty travel by the staff, communication services, office supplies, printing and reproduction, equipment, and other necessary expenses.

The estimates which the subcommittee has before it are based on continuing the operations of the Agency at its present strength of 28 full-time positions. Legislation, which would authorize the construction of a railrapid transit system in the District of Columbia, is now under consideration in the Congress and, if enacted, will present an entirely new and expanded work program for the Agency.

In providing $500,000 for the current fiscal year, it was recognized that certain essential work of the Agency should be continued until such time as the Congress could complete action on the proposed legislation. We are in very much the same position with respect to our request at this time for fiscal year 1966. The estimate for next year, which is $10,000 below the appropriation for the current year, is based on a need to maintain the present staff of professional and clerical personnel to present the programs to the Congress in the current session.

Since December 1963, the Agency has directed its attention to the particular problems raised in the House of Representatives in its consideration of H.R. 8929. We have endeavored to meet all of these questions.

The current recommendations were submitted to President Johnson on February 1, 1965, and these proposals were, in turn, endorsed by the President and transmitted to the Congress on February 10, 1965. The plan was introduced in the House of Representatives (H.R. 4822) by Congressman Basil L. Whitener, a member of the Committee on the District of Columbia and chairman of the subcommittee which held hearings in the summer of 1963 and currently has the matter under consideration. The Agency testified before the subcommittee on February 17, 1965.

Similar legislation was introduced in the Senate (S. 1117) by Senators Alan Bible and Joseph Tydings and has been referred to the Committee on the District of Columbia. We are awaiting the scheduling of hearings by that committee.

The present work programs of the Agency and those proposed in fiscal year 1966 are geared to the task of presenting the Transit Development Program, 1965, to the Congress. The request of $490,000, which is before you today, represents our best estimate of our needs to maintain the present staff level until action on authorizing legislation is completed and we are able to develop specific estimates of future requirements. The first increment of construction funds has been indicated in the budget schedules for the appropriation "Land acquisition and construction" which is proposed for separate transmittal when authorizing legislation is enacted. In the meantime, I respectfully urge your favorable consideration of the request for $490,000 under the appropriation "Salaries and expenses."

MINIMUM FUNDS REQUESTED IN ABSENCE OF AUTHORIZATION

Mr. STOLZENBACH. Mr. Chairman, this budget presentation can be summarized very quickly. We are requesting $490,000, or $10,000 less than the appropriation for the current fiscal year. These funds would maintain the Agency at its present strength throughout this succeeding fiscal year under the circumstance that no authorization will have been made.

Of course, the Congress at this session, as we hope they will do, could authorize us to proceed with our transit development program. The President's budget includes an item, proposed for separate transmittal, for beginning the design of the rapid transit system and, in the event of enactment, we will, of course, be back to the committee for supplemental funds to implement the legislation.

Senator BIBLE. Your budget request is based on your hopeful expectations. I hope your expectations are sound and correct, and that the Congress authorizes a mass transit system. If they do, you are in business, if they do not you are out of business. Is that your appraisal of the situation?

Mr. STOLZENBACH. If they don't, I assume the Congress would have to decide what to do with the problem. The problem which led to the creation of the Agency and to which all our activities have been directed, is not going to go away. We have spent the last year responding to what we understood to be the specific problems of the House of Representatives when it debated the matter in December 1963.

The budget before you today is again a continuing budget on the assumption that Congress does want us to stay in business.

However, if they don't want us to stay in business, that is a matter for Congress to decide after considering our proposal.

Senator BIBLE. I am hopeful, but if they turn it down twice, I can't see much percentage in letting them turn you down a third or fourth time. We are eventually going to meet this mass transit problem, and I hope we can do so this year.

To date, how much has been expended.

EXPENDITURES TO DATE

Mr. TOMEY. Since the establishment of the Agency in fiscal year 1961, obligations total approximately $4,905,000. This figure includes obligations for the current year through January 31, 1965.

Senator BIBLE. That is $4,900,000?

Mr. TOMEY. Yes, sir.

Senator BIBLE. Prior to that how much has been spent by the Federal Government on the development of a mass transit plan for the Nation's Capital?

Mr. TOMEY. I believe the only identifiable amount would be expenditures by the National Capital Planning Commission for the Mass Transportation Survey of 1959. The cost of the survey itself, which was accomplished essentially by contract, was $450,000 to which has been added a staff input approximation of $150,000, for a total figure of $600,000 as the cost of the Mass Transportation Survey.

Senator BIBLE. Does the $600,000 incurred in earlier costs include all the cost items which have gone into planning for a mass transit system to date.

Mr. TOMEY. I think that would constitute what you would term "direct planning costs." The Bureau of the Budget and other agencies were concerned with the legislation and other planning activities which antedate this Agency.

Senator BIBLE. I am thinking more of direct costs. How much is attributable to this project today?

Mr. TOMEY. I believe the $4,900,000 in obligations of the Agency and the estimate of $600,000 for the Mass Transportation Survey of 1959 are good estimates of the total direct cost.

BUDGET ESTIMATE, 1966

Senator BIBLE. Would you supply for the record, Mr. Stolzenbach, a statement showing the number of personnel and their grades for the activities set forth in your justification, and include for each of the activities the amount proposed for operation in 1966?

Mr. STOLZENBACH. Yes; we will.

Senator BIBLE. I understand your personnel would be about 28?

Mr. STOLZENBACH. That is right.

(The statement referred to follows:)

POSITIONS AND TOTAL ESTIMATED FUNDS BY ACTIVITY, FISCAL YEAR 1966

(Funds include both personnel and support costs)

Activity		*Amount*
Traffic and financial planning		$121,000
Office of Planning and Finance:		
GS–16	1	
GS–15	1	
GS–13	1	
GS–12	1	
GS–9	1	
GS–7	1	
GS–4	1	
Total	7	
Engineering plans		102,000
Office of Engineering:		
GS–16	1	
GS–14	1	
GS–13	1	
GS–9	2	
GS–7	2	
Total	7	
Subtotal, traffic and financial planning and engineering plans		223,000
Executive direction and administration:		
Office of Administrator and Deputy Administrator		111,000
Statutory	2	
GS–16	1	
GS–11	1	
GS–10	1	
Total	5	
Office of General Counsel		33,000
GS–16	1	
GS–7	1	
Total	2	
Office of Public Information and Community Services		52,000
GS–15	1	
GS–9	1	
GS–6	1	
Total	3	
Office of Administration		71,000
GS–15	1	
GS–12	1	
GS–5	2	
Total	4	
Subtotal, executive direction and administration		267,000
Total estimate		490,000

PENDING AUTHORIZATION LEGISLATION

Senator BIBLE. The President has sent to Congress a message recommending enactment of necessary legislation to provide for the construction of a rapid transit system and the necessary bills have been introduced. I think the hearings are almost completed on the House side.

Mr. STOLZENBACH. That is right.

Senator BIBLE. How many more days before the hearings are concluded?

Mr. STOLZENBACH. One more day is scheduled next week.

Senator BIBLE. Is that supposed to be the final day?

Mr. STOLZENBACH. As near as I know, yes.

Senator BIBLE. Then the bill goes to markup, committee action, and then to the floor?

Mr. STOLZENBACH. Yes, sir.

Senator BIBLE. Do you have any indicated timetable as to when it might be on the floor?

Mr. STOLZENBACH. I presume it will be on the floor about the middle of April, judging on past experience.

Senator BIBLE. Now, as I understand this legislation, this system is to be financed by $100 million and $50 million from the Federal Government and the District of Columbia, respectively.

The Federal Government shares $100 million and the District of Columbia shares $50 million?

Mr. STOLZENBACH. Yes.

Senator BIBLE. These are both outright grants?

Mr. STOLZENBACH. Appropriations, yes.

Senator BIBLE. In addition there will be a bond issue of $333 million to make up the anticipated cost of the system of—what is the total, $487 million?

Mr. STOLZENBACH. A total $431 million for capital outlay and $52 million for interest charges during construction.

BOND ISSUE

Senator BIBLE. What authority will issue the bonds under this present legislation?

Mr. STOLZENBACH. The present legislation that is before the Congress does not include any provision with respect to the issuing of bonds. The administration felt that it was not necessary to provide this at the time, particularly in view of the fact that the Joint Transportation Commission, which has been working on an interstate compact, has completed a portion of their work and actually submitted a compact to the Maryland Legislature during the past week.

If that compact is ratified by the two legislatures and comes before Congress within the next year or two, it conceivably could change the picture as to how the remaining construction would be handled, at least organizationally.

There is no bonding authority in the proposed legislation. The legislation, which has been introduced in the House as H.R. 4822, and which you introduced in the Senate as S. 1117, authorizes an appropriation of $150 million.

Senator BIBLE. Where do you get the balance?

Mr. STOLZENBACH. The administration plans to come back to Congress and ask for the borrowing authority when it is clear what the nature of the organization will be that will carry on the work.

Senator BIBLE. Well, why don't we meet that problem in the beginning of the program? This really isn't an appropriation question; it is more or less a legislative question. Why don't we meet that problem at this time?

Mr. STOLZENBACH. The $150 million will get us started and carry us for 2 years. There are problems to be worked out with respect to the continuing organization.

SOURCE AND METHOD OF OBTAINING BALANCE OF FUNDS

Senator BIBLE. What would be your answer if somebody asked you where you are going to get the balance of the money? It is a rather significant amount of $333 million.

Mr. STOLZENBACH. The Agency's program is covered in the report titled "Rail Rapid Transit for the Nation's Capital." This report spells out in detail how we expect to finance the remainder.

Senator BIBLE. How do you anticipate getting the balance of the money?

Mr. STOLZENBACH. Bonds would be sold on the public market with underwriting by the Federal and District Governments on the same two-thirds and one-third basis that the appropriations will provide.

Senator BIBLE. Well, spell that out in more detail.

Mr. STOLZENBACH. There will be an underwriting of these bonds by the Federal Government in order to get as low an interest rate as possible. We do not believe it will ever be necessary to utilize this underwriting because we are confident that our revenue estimates are conservative enough so that under the worst conceivable conditions there will be revenues enough to meet the deficits.

If it became necessary, any deficits would be made up on the basis of two-thirds by the Federal Government and one-third by the District of Columbia government.

Senator BIBLE. From what funds?

Mr. STOLZENBACH. Funds the Congress would appropriate at that time.

In this connection I would like to point out that we anticipate the total cost of this system to the Federal Government will be the $100 million and the total cost to the District of Columbia will be $50 million. The remaining funds will be derived from the sale of bonds to the public.

We are anticipating that the percentage of people riding to downtown by public transportation, if this system is put into effect, will rise. The percentage today is 40 percent, and we except a modest increase to 48 percent. In other cities with such systems this percentage ranges from 70 to 90 percent. If the increase is only to 41 to 42 percent, there are cushions in our financing plans to enable the rapid transit system to meet debt service on these bonds.

Senator BIBLE. You are anticipating the number of commuters using your system. When would this project pay out?

Mr. STOLZENBACH. It would pay out 41 years after the first bond would be issued. They are to be 50-year bonds, but the Treasury

Department wanted us to provide a cushion so we have anticipated a debt payment schedule of 41 years.

CONSTRUCTION TIME

Senator BIBLE. How long do you anticipate it will take to complete this system—the smaller system, if that is the correct term—from the date the contract is let?

Mr. STOLZENBACH. If we experience no unanticipated difficulties or delays, our engineers estimate the first line would be operating in 5 years, and the full system that would be authorized by present legislation would be operating in 7 years.

Senator BIBLE. What cooperation and approval have you received to date from the adjoining communities?

Mr. STOLZENBACH. I would say we have received a remarkable degree of acceptance and enthusiasm for this particular program, particularly from the District government with whom we have worked intimately, because it is essentially a District of Columbia system. But, as was testified yesterday before the House District Committee, we have received wholehearted cooperation and support from all of the jurisdictions of the regions.

Senator BIBLE. Do the local governments such as Montgomery County, Prince Georges County, or Virginia contribute to the construction of the system where it goes beyond the District of Columbia line?

Mr. STOLZENBACH. Not this system as it is now planned. The system goes into Virginia to the Pentagon, which is primarily the largest Federal Government installation across the river. The line to the Pentagon and the Pentagon City area is considered to be part of the principal downtown system. The system would go into Maryland in two stations.

Senator BIBLE. Where are those two stations?

Mr. STOLZENBACH. The Silver Spring business district for one and the other about three-quarters of a mile beyond, at the end of the 16th Street beyond the B. & O. tracks at Woodside. The reason for going beyond the District line is that there is no suitable site within the District for a terminal at Takoma Park. The present terminal proposed is near the confluence of a great number of highways, and other suitable conditions for locating a terminal at this station.

Senator BIBLE. Does Maryland make a contribution for the portion which extends beyond the District of Columbia line on 16th Street to the B. & O. Railroad?

Mr. STOLZENBACH. No, sir.

LOCAL TRANSIT SYSTEMS

Senator BIBLE. You estimated the amount to be paid to local transit systems to compensate them for transfer of passengers to the rail system? Have these local companies agreed to these developments?

Mr. STOLZENBACH. No, I have already explained to the House District Committee on more than one occasion that, with one exception, the local bus companies have not shown any interest or willingness to sit down with us and discuss how our operations would merge with theirs.

Senator BIBLE. What recommendation do you make then, or do you make any; what do you tell them?

Mr. STOLZENBACH. The proposed legislation provides a policy directive that unnecessary duplication of service be eliminated to the maximum possible. If enacted, a combination of factors would operate to achieve a coordinated rail transit-bus system.

First, the economics of the situation would tend to make the bus companies want to coordinate their schedules with the rapid transit line.

Second, they have an obligation under the terms of their charter to provide the best kind of service.

Third, the Washington Metropolitan Area Transit Commission has authority to actually direct the bus companies to modify their schedules and routes in accordance with the public convenience and necessity.

I believe all these factors will work toward achieving the kind of coordinated system that will be desirable.

TERMINAL SITES STUDIES

Senator BIBLE. I note that in your justification statement on page 5, your Office of Engineering will continue to make preliminary studies of various sites to determine their suitability for temporary terminals. Do you have any additional terminal sites which you have not studied in the last 4 or 5 years?

Mr. STOLZENBACH. No.

Senator BIBLE. Why is that item included in your justification?

Mr. STOLZENBACH. Mr. Chairman——

Senator BIBLE. How large an item is it?

Mr. STOLZENBACH. We don't have it identified in terms of funds, it is one of the several projects carried out by the Office of Engineering.

Senator BIBLE. You don't have it broken down as to amount?

Mr. STOLZENBACH. No, sir. I would emphasize that we are regarded by the instrumentalities of this region as an agency with regional responsibilities. For example, the Commonwealth of Virginia has recently created a Northern Virginia Transportation District and they are now beginning to do some very active planning. They are definitely looking to the time when they will contribute to extensions of the system into Virginia. They have sought our help in the past and we anticipate they will seek our help in the future. Essentially, it is this kind of work that is anticipated under the item you just mentioned.

UNOBLIGATED BALANCES

Senator BIBLE. Last year the Congress financed the National Capital Transportation Agency by authorizing the use of previously appropriated land acquisitions. After having utilized these funds, how much is left of the amount that has heretofore been appropriated for land acquisition?

Mr. TOMEY. At the present time we have $806,000 unobligated. That is the balance after the transfer of the $500,000 to the "Salaries and expenses" appropriation this year.

Senator BIBLE. That is a suspended item for use in 1966?

Mr. TOMEY. Yes, sir. In the schedule in the President's budget which identifies the amount proposed for separate transmittal, it is expected that this available balance of $806,000 would be utilized to reduce the amount of new obligational authority necessary to get the program started.

Senator BIBLE. How much land have you actually acquired and hold in the name of the Agency?

Mr. TOMEY. None.

Senator BIBLE. I thought you testified a few years ago you acquired some land in Virginia along the median strip.

Mr. STOLZENBACH. We contributed to the widening of one bridge on Route 66 at the beltway interchange. Had we gone ahead with the land acquisition program on Route 66 that particular bridge needed to be constructed so as to accommodate rail transit, and it was considered to be an appropriate expenditure under the terms of our legislation. A total of $78,000 has been expended consisting of $51,000 to the Department of Highways of the Commonwealth of Virginia and $27,000 for engineering studies of land acquisition costs and alternatives.

Senator BIBLE. You only contributed funds for the widening of the bridge in Virginia. You have acquired no land whatever.

Mr. STOLZENBACH. We have acquired no land whatever. The funds that have been expended cover the engineering study for $27,000 and the item of $51,000 for the modifications to the construction of the bridge owned by the Commonwealth of Virginia. There has been no land actually acquired either by the Agency or on its behalf.

Senator BIBLE. But you wish to have retained certain rights in the event that you run a line out in that direction. Is this the justification for that expenditure?

Mr. STOLZENBACH. Yes.

Senator BIBLE. I have no further questions. Thank you very much, gentlemen, and I appreciate the testimony and hope you are successful on the House side. I can assure you, if you are successful there, that we shall set an early hearing on this side and move this program forward.

Mr. STOLZENBACH. Thank you.

SUBCOMMITTEE RECESS

Senator BIBLE. We will stand adjourned until 10 o'clock tomorrow morning.

(Whereupon, the hearing adjourned at 11:30 a.m., Thursday, March 4, 1965, to reconvene at 10 a.m., Friday, March 5, 1965.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

FRIDAY, MARCH 5, 1965

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

The subcommittee met at 10 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. E. L. Bartlett temporarily presiding.

Present: Senator Bartlett.

NATIONAL CAPITAL PLANNING COMMISSION

STATEMENTS OF MRS. JAMES H. ROWE, JR., CHAIRMAN; W. C. DUTTON, JR., DIRECTOR; CHARLES H. CONRAD, DEPUTY DIRECTOR; DANIEL H. SHEAR, GENERAL COUNSEL; JOHN R. PRITCHARD, ASSISTANT DIRECTOR (ADMINISTRATION); AND HARRY A. AUERBACH, ACTING DIRECTOR, NATIONAL CAPITAL REGIONAL PLANNING COUNCIL

STATEMENT OF MRS. ROWE

Senator BARTLETT. The committee will be in order.

We will hear first this morning from the representatives of the National Capital Planning Commission. Mrs. James H. Rowe, Jr., is Chairman of the Commission. We will be glad to have your statement. Do you have a prepared statement, Mrs. Rowe?

Mrs. ROWE. Yes, I do.

Senator BARTLETT. Do you desire to place that in the record in full and then give highlights from it or would you prefer to read it?

Mrs. ROWE. It is rather short. It is at your pleasure. It is a little over two pages.

Senator BARTLETT. Proceed.

WASHINGTON MODEL CITY FOR GREAT SOCIETY

Mrs. ROWE. It is a pleasure to appear before you today. As you know, I am appearing on behalf of the National Capital Planning Commission. We come to you to ask for the tools to make this the model city for the Great Society.

There is today a new consciousness of our environment and the part it plays in the lives of everyone. The President's great message on natural beauty and his recent message on the District of Columbia give added emphasis to the importance of environment in our daily lives.

As the physical planning agencies for the city and for the Federal establishment in the metropolitan area, the Commission and the Council are concerned with the day-to-day problems of our environment.

The area is the fastest growing metropolitan area of the country—and the city of Washington, unlike most other central cities is growing, too. There is no standing still—just a look at the cranes on the skyline or the earthmovers at work make this abundantly clear.

If the crane or the bulldozer means a new Federal office building, a new school, a new police precinct, an urban renewal project, a new public housing site, a new highway—you can be sure that many hours of careful work have been spent by the Planning Commission's staff before the earth is moved—time spent in site selection, land-use studies and in design.

All Americans are proud of our beautiful Capital City. As it grows and changes we must be sure that its beauty is enhanced and not diminished—that its green heritage and landmarks are preserved.

Washington's Deficiencies and Problems

While we may all admire the city's beauty—its parks, great avenues, and public buildings—none of us is unaware of its deficiencies and its problems. People are still living in squalor only a few blocks away—there is a grave shortage of public and low-cost housing for many people in the city.

Hundreds of schoolrooms are below standard and there are many classes on double shifts—recreation areas are deficient in a number of the city's neighborhoods.

At this moment another committee of the Congress is considering the proposed subway system for the District which the Planning Commission believes will be the major element in meeting the area's transportation problems and structuring its future growth.

All of these concern the Planning Commission—and many more. But this recital of a few of the problems will, I hope, give you, Mr. Chairman, an idea of the wide range of our work.

Increased Personnel Request

The Commission's staff is as hard working, talented, and dedicated a staff as you will find in the city, but there are only 49 members. Today we are asking for 12 new positions which we feel are the minimum required to carry the tremendous workload—to fulfill our statutory functions, to perform the services asked for by the Federal and District Governments—to see that Washington does become a model city.

Thank you.

HOUSING AND SCHOOL ACCELERATED PROGRAMS

Senator BARTLETT. Thank you very much, Mrs. Rowe. You mentioned the deficiencies and the problems existing in this Capital City. Have there been any improvements during the past year of significant nature?

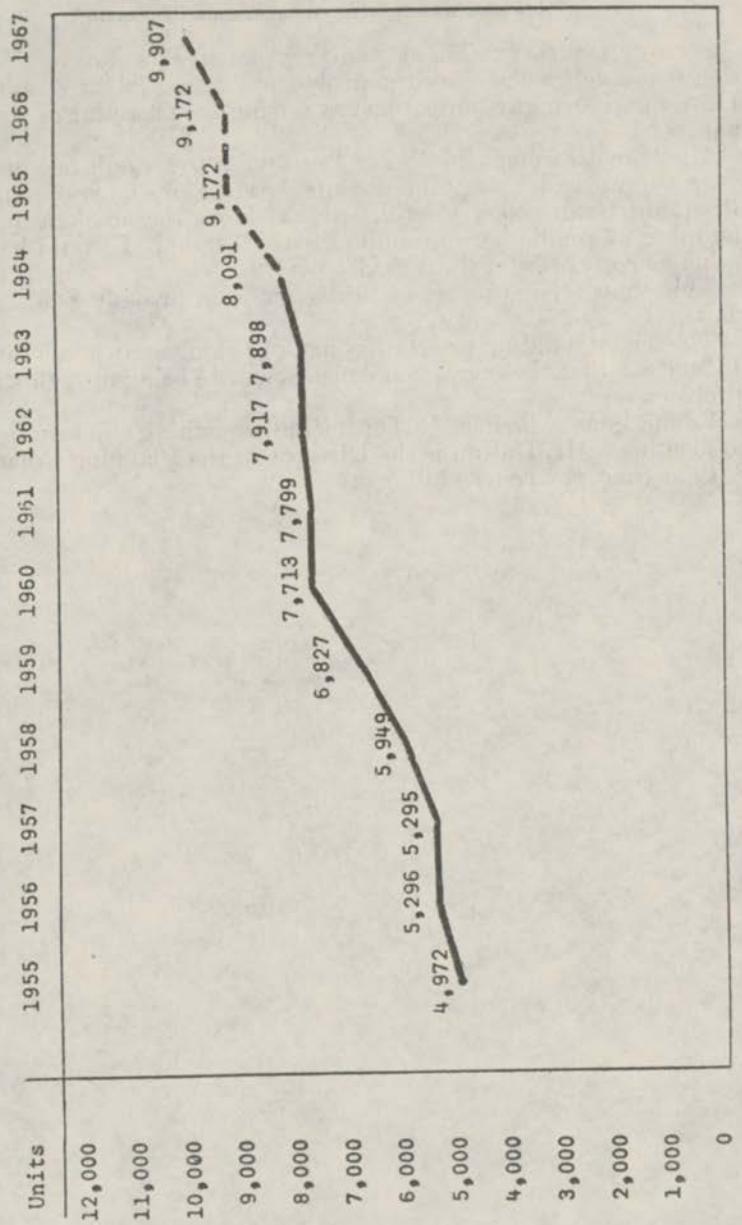
Mrs. ROWE. I don't know that I can point to a single one in the past year but we had a very interesting chart before us yesterday at the Planning Commission meeting which shows the acceleration of the building of public housing units in the District. I would be glad to submit a copy of it for the record.

This shows that progress is being made in providing new housing units.

The school building program is moving along at an accelerated rate. I can't say that the recreation deficiencies are being met, this is a real problem.

I don't know whether Mr. Dutton has something else he might want to mention. Mr. Dutton is the Director of the Planning Commission.

(The chart referred to follows:)



NOTE.—Because of the time required for site acquisition, preparation of working drawings, approval of plans, solicitation of bids, and issuance of building permits, 3 years is normally required from the date of approval of the site development plan to completion of construction. Therefore, this chart reflects only those projects which are sufficiently far advanced to permit the completion date to be estimated. In addition to the 1,816 units expected to be ready for occupancy by the end of 1967, NCHA has 1,173 units in planning or under development. The Public Housing Administration has authorized an additional 1,050 units for which planning can begin when sites are selected and approved. Completion of all authorized units would increase the total number of units under NCHA management to 12,130, or approximately 4.5 percent of all housing in the District of Columbia.

Prepared by the National Capital Planning Commission, March 1965.

SOUTHWEST REDEVELOPMENT

Senator BARTLETT. We are glad to hear from you, Mr. Dutton.

Mr. DUTTON. If I might attempt to call to your mind the picture of Mrs. Rowe a few months ago taking a sledge hammer to the temporary buildings, it is not usual that a woman is employed at sledge hammer tactics in the District.

Senator BARTLETT. I understand Mrs. Rowe has a great many talents.

Mr. DUTTON. There have been starts on the removal of the temporary buildings as well as the construction of new, and the tempo of rebuilding in the Southwest has increased considerably, much of the proposed reuse is now underway to complete the redevelopment of that area.

I think that is all I would want to add.

DISTRICT OF COLUMBIA POPULATION

Senator BARTLETT. What is the population of the District of Columbia now, if you know, Mrs. Rowe?

Mrs. ROWE. 808,000, I believe. And unlike most central cities, there has been an increase in population here. Many central cities are losing population. Washington did until 1956 and then the trend has been reversed and there has been an increase in the last few years.

Senator BARTLETT. Have population projections been made, if you know, for each 10-year period?

Mrs. ROWE. We have a population estimate for the year 1985 and for the year 2000.

Senator BARTLETT. What do they show?

PROJECTED POPULATION

Mr. DUTTON. Senator, the projections for the region, of course, are the first significant ones. The National Capital region presently is growing at the rate of 100,000 people per year or 1 million per decade which would mean the region would grow to over 5 million by the year 2000.

The portion of this number that will reside in the District presumably will be a result of land-use controls and zoning activities; it will be a designed population out of the total several million within the region.

The present staff work on the comprehensive plan for 1985 is working in the area of 900,000 to 925,000 people. This is after land is taken out for increasing needs of the Federal Government, more institutions, and activities of the District Government, providing more recreational space, and meeting such other needs as that.

Senator BARTLETT. And the population projection for the year 2000?

Mr. DUTTON. Again, we are not actually projecting it within the District, it is a matter of determination of the community of the amount of people they want to crowd into this already crowded 67 square miles. It is mostly a question of how much land is reserved for single-family and low-density housing as compared to the amount that is devoted to the high-density apartment and high-rise construction.

Senator BARTLETT. You are going to be running out of land in a serious way by the end of the century.

Mr. DUTTON. We feel we have already run out of land. There is not a thing that is proposed as a public improvement that does not compete with an existing use. It has gotten to the point where to put in a new school, somebody has to move over or get out of town to provide space for this activity.

BOOMTOWN

I would like to call to your attention, if I may, a recent staff memorandum which was prepared in connection with our comprehensive plan studies, one copy of which was sent to your staff recently and which has been reported in the papers, noting that the District of Columbia is a boomtown under all general measurements that might be given for growth and change.

Again, a lot of it is shifting around within the 67 square miles that are part of the Federal City. There is a great deal of change and it can be noted in a number of the indexes reported by other Government agencies and by the utility companies of the area.

Senator BARTLETT. May I have a copy of that for my weekend reading?

Mr. DUTTON. Yes, sir.

Senator BARTLETT. Thank you.

We have 567,000 square miles in Alaska and the population density is not so great. We could give you some of that area.

Mr. DUTTON. How could you get it down here?

SUBWAY SYSTEM PROPOSAL

Senator BARTLETT. That is a problem. We will study it.

Now, your statement, Mrs. Rowe, says that the National Capital Planning Commission believes a subway system will be, as you said, the major element in meeting the area's transportation problem.

Would you care to talk a little bit more about that?

Mrs. ROWE. The Planning Commission has endorsed the pending legislation to establish the rail rapid transit system with enthusiasm. Historically the Planning Commission has supported similar proposals. In 1955, the Planning Commission and the Regional Planning Council undertook a mass transportation study of the area and proposed at that time that rail rapid transit be introduced to balance the highway plan.

I think it is accurate to say that our feeling is that the city just cannot accommodate the number of roads or the parking which will be required to go with them if there were not an alternative means of getting in and out of the city which the subway would provide.

BUDGET ESTIMATES OF 1965 AND 1966 COMPARED

Senator BARTLETT. Thank you.

For the fiscal year 1966 the National Capital Planning Commission has submitted a budget estimate in the amount of $1 million, $890,000 of which is for the Commission and $110,000 would be available for the National Capital Regional Planning Council.

In fiscal year 1965, there was appropriated $665,000. However, there is now pending a supplemental budget in the amount of $31,140 to cover pay increase costs. The justification for this budget proposal will be printed in the record.

(The justification referred to follows:)

NATIONAL CAPITAL PLANNING COMMISSION, NATIONAL CAPITAL REGIONAL PLANNING COUNCIL

Fiscal year 1966 budget estimates

		Commission	Council	Total
Salaries and expenses appropriation, fiscal year 1965		[1] $563,000	$102,000	$665,000
Add anticipated pay increase supplemental due to pay increase costs, Public Law 88-426		25,140	6,000	31,140
Fiscal year 1965, revised		588,140	108,000	696,140
Deduct nonrecurring items in fiscal year 1965:				
Publication of 1985 plan, etc		−20,000	−3,000	−23,000
Completion of industrial survey		−10,000		−10,000
Adjusted base, fiscal year 1966		558,140	105,000	663,140
Increases proposed for fiscal year 1966:				
Commission from 41 to 53 permanent positions, increase of 12 (see attached list)		113,410		113,410
Pennsylvania Avenue plan		88,860		88,860
Includes:				
Rental office space	$2,700			
Director, GS-16	18,935			
Experts, consultants, and contractors	44,525			
Printing and travel expenses, etc	22,700			
Landmarks program (1st year of a 2-year nonrecurring increase)		50,000		50,000
Personnel benefits for new positions		9,500		9,500
Overhead and administration in connection with new positions:				
Rental of additional office space		10,800		10,800
Office equipment and machines		2,790		2,790
Office supplies		2,000		2,000
Telephones and communications costs		500		500
Travel and transportation expenses		2,000		2,000
Conversion of payroll to automatic data processing by contract with GSA		2,000		2,000
Research and publication programs (nonrecurring)		30,000		30,000
Remapping and rezoning studies, following the 1985 plan		20,000		20,000
Regional Council publications program			2,500	2,500
Experts and consultants for Regional Council			2,500	2,500
Total increases		331,860	5,000	336,860
Total, budget estimate, fiscal year 1966		890,000	110,000	1,000,000

[1] Open space project position and funds therefor carried in fiscal year 1965 in NCPC: previously in NCRPC.

NATIONAL CAPITAL PLANNING COMMISSION

New positions requested

Title and grade	Function	Salary
Urban planner, GS–12	D.C. planning	$10,250
Urban planner, GS–11	do	8,650
Secretary, GS–6	do	5,505
Planner, fiscal, GS–14	Comprehensive planning	14,170
Designer, illustrator, GS–9	do	7,220
Landscape architect, site planner, GS–13	Project design	12,075
Urban planner, GS–11	Project review	8,65
Economist, GS–12	Research analysis	10,250
Social science analyst, GS–9	do	7,220
Secretary, GS–5	do	5,000
Urban planner, GS–14	Commission aid, Federal interest.	14,170
Writer, GS–12	Publications	10,250
Total		113,410

Permanent positions

	Fiscal year 1965	Increase	Fiscal year 1966
National Capital Planning Commission	41	12	53
Pennsylvania Avenue plan	1		1
National Capital Regional Planning Council	[1] 8		8
Total	50	12	62

[1] Excludes attorney position financed from NCRPC funds but which is carried on organization chart under NCPC, Legal Service Division.

STAFF ORGANIZATION FOR PLANNING IN THE NATIONAL CAPITAL REGION

Fiscal years 1965–1966 (Proposed 1966 positions indicated by *)

NATIONAL CAPITAL PLANNING COMMISSION

1. Director, GS–17.
2. Special Assistant to the Director, GS–13.
3. Secretary, GS–8.
4. Secretary, GS–5.
5. Assistant Director (administration), GS–14.
6. Fiscal accounting assistant, GS–7.
7. Administrative assistant, GS–6.
8. Clerk (typing), GS–5.
9. Chauffeur, ungraded.
10. General counsel and secretary, GS–15.
11. Attorney-adviser, GS–11.
12. Law clerk (stenographic), GS–7.
13. Deputy Director, GS–16.
14. Writer, GS–12.*
15. Secretary, GS–6.
16. Library Assistant, GS–5.
17. Chief, Federal projects planning, GS–14.
18. Landscape architect, GS–13.*
19. Landscape architect, GS–12.
20. Project review planner, GS–11.*
21. Illustrator, GS–5.
22. Clerk-stenographer, GS–5.
23. Chief, district planning, GS–14.
24. Urban planner, GS–12.
25. Urban planner, GS–12.*
26. Urban planner, GS–11.*
27. Cartographic compilation aid, GS–7.

28. Secretary, GS–6.*
29. Asssistant Director for Urban Renewal, GS–15.
30. Urban planner, GS–14.
31. Urban planner, GS–12.
32. Planning aid, GS–9.
33. Engineer draftsman, GS–5.
34. Secretary (stenographic), GS–6.
35. Assistant director, comprehensive planning, GS–15.
36. Architect, GS–12.
37. Urban planner, GS–9.
38. Head, advanced planning section, GS–14.
39. Urban planner, GS–12.
40. Urban planner, GS–11.
41. Cartographic compilation aid, GS–7.
42. Planner, fiscal, GS–14.*
43. Designer, illustrator, GS–9.*
44. Highway engineer, GS–14.
45. Urban planner, GS–14.
46. Architect (general), GS–12.
47. Architect (general), GS–7.
48. Urban planner, GS–14.*
49. Urban planner, GS–12.
50. Economist, GS–14.
51. Economist, GS–12.*
52. Social science analyst, GS–9.*
53. Secretary, GS–5.*

PENNSYLVANIA AVENUE PLAN

54. Director, GS–16.

NATIONAL CAPITAL REGIONAL PLANNING COUNCIL

55. Director, GS–16.
56. Deputy director, GS–14.
57. Urban planner, GS–12.
58. Urban planner, GS–12.
59. Cartographic compilation aid, GS–7.
60. Secretary, GS–6.
61. Secretary, GS–5.
62. Statistical clerk, GS–5.

NOTE.—In addition to the above positions financed from direct appropriations to the Commission, the following positions are financed by tranfer funds: (1) Community Renewal Program (ending on or about June 30, 1965); 1 GS–14 planner; 1 GS–13 planner; 1 GS–12 planner; 1 GS–11 planner; 1 GS–9 planner; 1 social science analysist; 2 cartographic compilation aids; 1 secretary, a total of 9 positions and (2) Anacostia-Bolling urban renewal project (expected to have a duration of 24 months); 1 GS–14 planner; 1 GS–12 architect; 1 GS–9 planner; 1 GS–6 cartographic compilation aid; 1 GS–5 secretary, a total of 5 positions.

NATIONAL CAPITAL PLANNING COMMISSION

PROGRAM AND PERFORMANCE—FISCAL YEAR 1966 APPROPRIATION ESTIMATES

1. Planning development of the National Capital

The Planning Commission is the official planning agency for the District of Columbia, as well as for the Federal Government in the District and the National Capital region. It plans for "the orderly development and redevelopment of the National Capital and the conservation of the important natural and historic features thereof." At this time of great change in the area, it serves two basic functions: (1) it develops and maintains the long-range comprehensive plan for the District, and (2) it reviews and approves, or reports on, proposed developments of District and Federal agencies. At present a comprehensive plan for 1985 is in advanced stages of preparation. In carrying out its statutory responsibilities the Commission reviews and reports on several hundred Federal and District of Columbia projects each year.

In its comprehensive plan work and contract studies for the District of Columbia, the Commission is concerned in particular with (1) the needs of the Federal Establishment for adequate operating facilities; (2) the physical needs for such community facilities as schools, parks, libraries, and other local government buildings, particularly for the deprived residential areas; (3) the achievement of a balanced transportation system; (4) the protection and extension of open and green spaces and the esthetic values of the region; (5) the conservation of existing sound residential neighborhoods and the renewal of those requiring it; (6) the conservation of historic and architectural landmarks; and (7) special programs such as the redevelopment of Pennsylvania Avenue and lardmarks preservation.

The Commission membership meets monthly, serving without pay, and provides policy guidance for and basic coordination between many development programs of District and Federal agencies. It relies on the technical work of its staff and special experts to analyze projects and programs, and to carry out its policies. The Commission inherits a long tradition of efforts to make Washington the fine city it is today, and is vitally concerned about its future as a great national capital city.

2. Coordinating metropolitan area planning

The National Capital Regional Planning Council is charged with the development of an overall comprehensive regional plan and coordinates planning of the counties and cities of the metropolitan area with that for the Federal Establishment in the suburbs. Its membership is composed of two representatives of the District of Columbia, and eight representatives nominated from the subregional planning agencies in Maryland and Virginia. The Council retains a professional staff, meets monthly, and operates through several committees specializing in various regional planning aspects. The Council functions as a regional coordinator and catalyst, serving as a central intelligence organization and clearinghouse on all planning and development matters having regional significance.

I. PROGRAM AND ORGANIZATION OF THE PLANNING COMMISSION

A. Introduction

In 1952, the Congress established the Planning Commission to succeed the National Capital Park and Planning Commission.[1] The purpose of the act establishing the Commission is "to secure comprehensive planning for the physical development of the National Capital and its environs—and to establish the agency and procedures requisite to the administration of the functions of the Federal and District of Columbia Governments related to such planning." The general objective of the act is "to enable appropriate agencies to plan for the development of the Federal Establishment at the seat of government in a manner consistent with the nature and function of the National Capital." To this end the Commission is directed "to plan the appropriate and orderly development and redevelopment of the National Capital and conservation of the important natural and historic features thereof." Provisions of other laws—especially the zoning enabling act for the District of Columbia and the District of Columbia Redevelopment Act of 1945, as amended, place significant additional responsibilities upon the Commission.

In accordance with the National Capital Planning Act of 1952, the District of Columbia Redevelopment Act of 1945, as amended, and various other acts of Congress,[2] the Planning Commission serves two basic responsibilities. It is "created and designated as the central planning agency for the Federal and District Governments," thus it is both a municipal planning agency and the responsible agency for representing the Federal interest in the growth and development of the National Capital region.

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[1] The National Capital Park and Planning Commission was established initially in 1924 as the National Capital Park Commission.

[2] Other legislation containing the most significant Commission functions:
Act of June 12, 1934 (48 Stat. 931) (public housing plans).
Act of Mar. 2, 1893 (27 Stat. 532), as amended (permanent system of highways plan).
Act of Dec. 15, 1932 (47 Stat. 747) (street and alley closings).
District of Columbia Motor Vehicle Parking Facility Act of 1942 (56 Stat. 90), as amended (Public offstreet parking facilities).
Act of June 20, 1938 (52 Stat. 802) (zoning regulations).
Act of May 20, 1932 (47 Stat. 161) (transfers of jurisdiction).
Act of Aug. 5, 1939 (53 Stat. 1211) (surplus public property in the District of Columbia).
Act of May 29, 1930 (46 Stat. 482), as amended (National Capital park, parkway, and playground system).

B. Commission program objectives for fiscal year 1966

The Commission will pursue a number of major program objectives, as well as continuing responsibilities, for fiscal year 1966, not to exclude other activities described elsewhere. These are:

1. Develop program recommendations for full and desirable utilization of Federal landholdings in the region.

2. Continue close coordination with Defense Department installations on their master planning for efficient and attractive development of their bases.

3. Represent District and Federal development interests in regional transportation activities, particularly the development of a regional rail transit system and the metropolitanwide continuing comprehensive transportation process required by the Highway Act of 1962.

4. Develop a program to achieve an adequate open-space system for the region, in coordination with other Federal agencies and local jurisdictions.

5. Continue efforts to resolve locational and development problems of foreign governments and international organizations, in the District of Columbia, particularly in regard to chanceries.

6. Develop new programing techniques and review procedures to apply to the District of Columbia public works program and land development controls to insure that new developments conform to the 1985 comprehensive plan for the National Capital.

7. Propose additional urban renewal projects as appropriate to carry out recommendations of the 1985 plan and the community renewal program. Work closely with the District of Columbia in carrying out other recommendations of the community renewal program.

8. Extend comprehensive plan studies to smaller (neighborhood) areas, working with citizen groups, to translate 1985 plan objectives into specific private investment opportunities and proposals for precise public works.

9. Develop proposals for programing of construction of new Federal facilities in the District of Columbia to carry out recommendations of the 1985 plan, in close liaison with other executive agencies.

10. Develop an informational program for public agencies and private organizations on the recommendations of the 1985 plan and the steps being taken to carry out its recommendations.

11. Establish basic research and data systems on growth and development changes, to guide public and private decisionmaking.

12. Begin a continuing program to update the comprehensive plan and development program every 5 years. This process will prevent the plan from becoming obsolete and falling into disuse, as the last one did.

13. Undertake special programs similar to the landmarks program, detailing of the Pennsylvania Avenue plan, further investigation of economic, social, and technical issues related to the comprehensive plan; undertaking of additional special streets plans.

14. Assist in the District's war on poverty and juvenile delinquency, with respect to the location and development of needed physical facilities.

C. Organization and role of Commission

The Commission is composed of five eminent citizens appointed by the President; six ex officio members from executive agencies (the Chief of Engineers of the Army, the Engineer Commissioner of the District of Columbia, the Director of the National Park Service, the Commissioner of Public Buildings, the Federal Highway Administrator, and the Administrator of the National Capital Transportation Agency), and the chairmen of the Committees on the District of Columbia of the Senate and the House of Representatives. The six ex officio members of executive agencies are often represented by one or more alternates each, with whom contact is maintained constantly on Commission affairs.

The Commission is an active policymaking body. It meets in 11 formal sessions throughout the year. There are five regular Committees which meet regularly prior to Commission meetings, and two other Committees which meet occasionally. These meetings average more than 20 hours during the first week of each month. The Committees review technical studies, receive recommendations of the staff, and prepare Committee recommendations to the Commission.

The current program of the Commission includes a major effort to revise the comprehensive plan for the District, participation in the formulation of the community renewal program, many activities concerned with the Federal interest

in the District and region including the site selection and planning of Federal buildings and study of the utilization of Federal reservations in the region, planning for urban renewal projects, participation in planning for the development of a balanced system of transportation facilities, and special projects such as the landmarks program.

D. Professional staff

As an agency primarily involved in establishing desirable policy objectives and providing technical and professional services, the Commission's efforts rely heavily upon the personnel and technical resources made available to it.

The Commission employs a professional staff to perform technical studies and prepare recommendations for and maintain records of its meetings, carry out general and special urban planning studies, prepare background information on matters which are to come before the Commission, and carry out policies, instructions, and programs of the Commission. The staff participates actively in many coordinating groups, maintains liaison with numerous official agencies, and conducts an active community relations program in order to effectuate the Commission's program.

Special experts are retained on occasion to use their competence on particularly important problems. Many planning services are furnished in response to requests by the Executive Office and the Congress. Studies in urban renewal are carried out in part with funds received from District agencies.

An official National Capital Planning Commission Coordinating Committee meets twice monthly to bring together representatives of many District, Federal, and neighboring jurisdiction agencies to coordinate the review, study, and comment on major building and development projects as well as routine review actions required by statutes. This is the basic coordinating device between development programs of the District and Federal Governments, and is used to test new projects in relation to the comprehensive plan and desirable planning practices.

II. PROFESSIONAL PROGRAM ACTIVITIES

The professional program activities of the Commission are classified into seven areas for administrative and budgeting purposes. Permanent personnel are assigned to the Office of the Director, Legal and Administrative Services, Planning Divisions (four), Technical Services, and Community Relations and Staff Library. Specialized services and experts are obtained when necessary for special studies. Plans and recommendations of the Commission are published when necessary.

A. Office of the Director

1. *General.*—The staff activities of the Commission are directed by professional urban planners. A Director and Deputy Director constitute the supervisory personnel of the Director's office. The Director is responsible for all administrative functions, not specifically reserved for the Chairman as head of the agency, and for all professional work of the staff.

This office formulates policy proposals on technical matters to present to the Commission; represents the Commission in carrying out its policies and programs; and supervises, coordinates, and reviews the work of the staff. The office provides staff leadership and direction to insure that the professional program offers appropriate leadership to the community in urban planning and urban design.

Through the membership of the Commission itself, basic coordination is achieved with six Federal and District agencies having development programs in the District and the National Capital region. These agencies are the District of Columbia Engineer Commissioner's Office, National Capital Transportation Agency, Public Buildings Service of the General Services Administration, National Park Service, Bureau of Public Roads, and Corps of Engineers of the U.S. Army. Other staff liaison and coordination is carried on through the official National Capital Planning Commission Coordinating Committee, the Commissioner's Committee on Community Renewal, the Urban Renewal Operations Committee, and many other specially constituted coordinating committees and special representations.

Special projects are undertaken by this office as they are assigned to the agency or liaison and assistance is requested. It is anticipated that these will increase in number as long as the present tempo of change and rebuilding continues in the District.

In fiscal year 1965, the Director's Office is allocated five positions for program direction. The salaries for these positions, including all benefits established by law, totaled approximately $68,000 or 15 percent of the total personnel compensation and benefits.

B. Legal and administrative services

The Commission functions as an independent Federal agency and provides its own administrative and legal services.

1. *Legal services, Commission secretariat.*—The Office of the General Counsel and Secretary performs seven basic activities for the Commission:

(*a*) Serves as official secretariat for the Commission and its several committees at their monthly meetings, preparing meeting notices, agendas, and forms of resolutions and other actions, and maintaining official meeting records.

(*b*) Provides legal services on matters of agency administration, such as general administration, personnel, and procurement.

(*c*) Provides legal advice in the interpretation of the role and functions of the Commission and the Regional Planning Council under the several statutes extending authority and responsibility to these independent agencies.

(*d*) Provides legal advice to the Commission and staff on substantive questions involved in urban planning, urban renewal, etc., including advising on appropriate measures that may be developed to assist in the effectuation of comprehensive plans.

(*e*) Serves as legislative counsel in participating in review of proposed and pending legislation coming under the Commission's purview, in the preparation of congressional testimony, and in statutory drafting, including aiding upon request, in special projects of the Executive Office of the President.

(*f*) Provides legal and related services for the land acquisition programs of the Commission, including the procuring of title evidence, appraisals, and conveyancing and the preparation of materials for submission to the Department of Justice in condemnation proceedings. Acquisition programs include lands for the George Washington Memorial Parkway in Maryland and Virginia, the National Capital Park, Parkway, and Playground System, and the John F. Kennedy Center for the Performing Arts, and Federal aid for stream valley parks in Maryland and Virginia.

(*g*) Provides legal advice on specialized matters pertaining to planning, to an increasing extent, at the request of the Executive Office of the President and several of the other executive branch agencies.

2. *Administration.*—Since the Commission exists as an independent agency, all duties and functions required of a Federal agency are carried out by its own staff. Personnel is required to administer financial management, budget preparation and control, personnel, payroll, records and space management, property records and accountability, and general administrative routine. Most procurement is handled within the agency, with assistance from General Services Administration on major contracts. Messenger service and chauffeuring of the Chairman is also provided.

Consideration is being given to possible economies that would be obtained by contracting for administrative services with other agencies. It is presently believed that the agency is able to perform most of its functions more efficiently by having its own staff immediately available to process needed actions and subject to direct supervision. However, it is proposed to convert the payroll to automatic data processing, under contract to the General Services Administration, in fiscal year 1966. A preliminary quotation of $2,000, annually, has been obtained. Time and leave work records will be retained in the Commission office. The time saved in this transfer will relieve part of the time of one clerk, who will be able to assist in other expanding administrative functions.

The staff of the Commission consists primarily of professionals in urban planning and related fields, without specific administrative background and generally without background knowledge of Federal Government procedures, rules, and regulations. In order to insure maximum utilization of their special talents and time, all possible administrative activities are centralized.

In addition to the program and personnel authorized in the regular "Salary and expenses" appropriation, administrative services are provided to special projects such as land acquisition programs, urban renewal project contract studies, the Pennsylvania Avenue Advisory Council and its special staff, and others that are assigned from time to time. At the beginning of fiscal year 1965, 70 permanent and temporary employees were on the staffs of the Commis-

sion and the Regional Planning Council, with a high turnover customary to this type of agency expected during the year. Some of the administrative overhead is met by assigning personnel as required from special projects to Administrative Services.

The Assistant Director (administration) is required to be an authority on and is assigned responsibility to carry out such Federal responsibilities as administrative officer, budget officer, finance officer, authorized certifying officer, personnel officer, procurement officer, property and supply officer, retirement officer, insurance officer, health benefits officer, and is designated as agency incentive awards administrator and secretary of the incentive awards committee. This responsibility includes keeping familiar with all of the changes of administrative regulations which affect independent agencies.

Additional staff is needed to insure proper personnel functioning within regulations and procedures, as represented by the new Federal personnel manual and because the agency employs personnel in a very specialized field, with characteristic rapid turnover in a shortage profession.

In fiscal year 1965, legal and administrative services is allocated eight positions. The salaries for these positions, including benefits, totaled approximately $79,000 or 17 percent of the total personnel compensation and benefits.

C. Planning divisions

1. *Comprehensive Planning Division.*—The workload for this Division is identified essentially with two elements: (*a*) the Commission's responsibility for developing and maintaining the comprehensive plan for the National Capital, and (*b*) application of general plan concepts to current projects through the continuing referral process. During fiscal year 1964 and fiscal year 1965, priority has been given to the formulation of a 1985 comprehensive plan as the current version of the comprehensive plan for the city. The development of a recommended plan, following official agency and community organizations' review, and preparation for publication of the recommended 1985 comprehensive plan for the National Capital, for which work was initiated in fiscal year 1962, is scheduled for completion within fiscal year 1965.

(*a*) *Development of the comprehensive plan:* This plan is being formulated upon significant findings of a series of studies of subareas of the District and is responding to the potentials unique to each section of the District. During fiscal year 1963, special study emphasis was given to the older areas which have a high potential for improvement in character of development during the next two decades. This change is expected to result from private investment and intensive renewal by both public and private actions. These areas include the downtown business district and the older in-town residential sections immediately to the north and east of the downtown area. During fiscal year 1964, comprehensive analyses were made of the needs of the more outlying, and more stable, residential sections within the District. More recently, special surveys have been started of the capacity of the housing industry, and of industrial and commercial area needs and their future development consistent with planning principles and objectives.

An intensive program of study of neighborhood and community areas is continuing. Needs in facilities and services in such systems as schools, playspaces, libraries, fire and police stations, utilities, etc. are being determined. A major effort will be made to present problems that have been identified, and for which solutions are proposed, to neighborhood groups and districtwide civic organizations. A review process of plan proposals also will be followed with all District and Federal agencies concerned with physical development. This will be done at such a time as to permit review and analysis of suggestions received for possible incorporation into the Commission-recommended plan.

Culmination of this process of formulating land-use objectives will take place in the form of a plan for recommended use of the land within the District, to be achieved by the year 1985. This will represent a major element of the comprehensive plan. As a statement of objectives to be achieved by the District by 1985, the plan will be an application and testing of the basic development policies proposed for the District and metro center in the year 2000 policies plan.

The 1985 comprehensive plan also will propose a 20-year development and improvement program for the District. This program will consist of proposals for basic renewal strategy (public and private), standards established for systems of public facilities throughout the city, and presentation of financial priorities to permit carrying out of the plan.

One of the key roles of this development program will be to serve as the basis for the orderly coordination of public works to be scheduled for the District of Columbia during the next two decades. As such, it will be initiating a process of long-range programing which will be continually subject to review and up dating. Formulation of the initial 20-year development program objectives as they are to be incorporated in the 1985 comprehensive plan also is scheduled for completion within 1965.

The process of comprehensive planning will not cease with the publication of this plan. It is intended at present to review and reformulate the comprehensive plan and development program every 5 years. This is the only way to reflect and gain advantage from the rapid changes that occur in our culture in such areas as technology, productivity, standards of living, and physical design.

(*b*) Application of the comprehensive plan: During fiscal year 1966, concern for the process of applying general plan concepts will become more important. However, the process of continuous plan refinement and reformulation also will be established.

(1) Initial application efforts foreseen at this time, following the adoption of the plan, during fiscal year 1966, will include:

(i) Preparation of a series of special-purpose report on the 1985 comprehensive plan, amplifying the objectives for the principal systems of public facilities and for other key plan elements.

(ii) Continuing liaison with public agencies and with community organizations to further the process of communicating plan objectives, and to identify circumstances requiring the reconsideration of plan objectives during the process of plan refinement and reformulation.

(iii) Major involvement in review of District and Federal agencies' capital improvement programs, and in the referral process generally, to assure that proposed improvements conform with comprehensive plan objectives as adopted, to a maximum extent.

(2) Plan formulation will proceed as a continuing process, in two directions particularly:

(i) Toward extension of comprehensive plan concepts to a more refined detail: for example, toward the detailing of neighborhood plans, working with citizen groups, in order to translate plan objectives to the point of identifying specific private investment opportunities, important urban design opportunities, and needed replacement of public facilities and services area by area within the city.

(ii) Toward renewed study of 40-year development prospects for the District and National Capital region as a continuation of work begun by the year 2000 policies plan.

In fiscal year 1965, seven positions were allocated to this Division. The salaries of these positions, including benefits, totaled approximately $84,000 or 18 percent of the total personnel compensation and benefits.

2. *District Planning Division.*—This Division carriers out a major part of the Planning Commission's role as the planning agency for the District government, as set forth in the National Capital Planning Act of 1952. The District Division's major responsibilities and workloads are as follows:

(*a*) Six-year public works program: Section 7 of the Planning Act states that "the Commission shall recommend a 6-year program of public works projects which it shall review annually with the agencies concerned. To this end each Federal agency and the Board of Commissioners of the District of Columbia shall submit to the Commission in the first quarter of each fiscal year a copy of its advance program of capital improvements within the National Capital and its environs." In the past this Division has only reviewed the program proposed by the Board of Commissioners. Preparation for the review by the Commission, of the public works program for the District of Columbia, requires the coordination of meetings between staffs of the District government and Planning Commission, preparation of illustrative maps, charts, and reports as well as review of past actions by the Commission. Meetings of the technical staff are held in order to compare the studies of the other divisions of the Commission with the public works program. Subsequently, a staff report with recommendations is made to the Commission, whose recommendations on the program then are forwarded to the Bureau of the Budget and the Commissioners of the District of Columbia for their consideration.

During the past several years, the amount of time that has been required for an adequate review of this program has increased. With the completion of the 1985 comprehensive plan during fiscal year 1965, the Commission's role in

public works programing will increase even more. Since the 1985 comprehensive plan will propose a 20-year development program for the District, the Commission will be in a position of being able to recommend and review annually the 6-year program of public works for the District. Carrying out this function of recommending and reviewing a program involving hundreds of projects, amounting to $60 million (average yearly program cost) will further the Commission's ability to serve, and discharge its responsibility, as the planning agency for the District.

(*b*) Zoning and subdivision functions: (1) Section 8 of the Planning Act sets forth the functions of the Commission with respect to zoning and subdivision regulations in the District. Section 8(a) provides: "The Commission may make a report and recommendation to the Zoning Commission of the District of Columbia on proposed amendments of the zoning regulations and maps as to the relation or conformity of such amendments with the comprehensive plan of the District of Columbia. The Commission may also submit to the said Zoning Commission proposed amendments or general revisions to the zoning regulations or the zoning map for said District."

Section 8(b) provides: "When requested by a properly authorized representative of the Commission, the Zoning Commission may at its discretion recess for a reasonable period of time any public hearing held by it to consider a proposed amendment to the zoning regulations or map, in order that the Commission or its representative may have an opportunity to present to the Zoning Commission a further report on the proposed amendment."

Section 8(c) provides: "The functions vested in the Commission pursuant to this section may, to such extent as the Commission shall determine, and subject to confirmation by the Commission when requested by the Zoning Commission of the District of Columbia, be performed by a committee of the Commission which shall be known as the Zoning Committee of the National Capital Planning Commission and shall consist of not less than three members of the Commission for the purpose. The number of members serving on the Zoning Committee may be varied from time to time."

It is through the District Division that the above responsibilities of the Commission are carried out. The Commission reports and recommends on all zoning matters referred to it, either as may be required by the zoning regulations for the District or at the request of the Zoning Commission.

There are a number of items in the zoning regulations which require a report from the Planning Commission, either to the Zoning Commission or the Board of Zoning Adjustment, prior to action being taken. One of the most important referrals is under section 7501 of the zoning regulations pertaining to large-scale planned developments. This section of the regulations was initiated by the Planning Commission for the purpose of permitting and encouraging, with Zoning Commission approval and Planning Commission review, the building of well-planned, large-scale developments. These include residential, institutional, or commercial uses, or combinations of these. They offer variety of building types or more attractive and efficient overall planning and design. The Commission staff must review carefully projects submitted under this section of the regulations. A recommendation that the Planning Commission give the project a favorable report may result in deviations from the use, height, density, area, and bulk provisions of the general zoning regulations. It is required to be stated that the plan is in keeping with the comprehensive plan and will not adversely affect the use of neighboring property. Under this regulation many fine developments have been planned and built in the District which otherwise would not have been possible.

Other examples of new zoning regulations which were originated by the Planning Commission and now have been adopted pertain to "arcades" and "exceptions to building lot control." Recently recommendations also have been made to the Zoning Commission pertaining to "heights of buildings" and "colleges and universities" in order to modernize these sections of the regulations to meet new problems.

With the completion of the 1985 comprehensive plan it is anticipated that many additional such recommendations will be made since zoning is the principal land development control available to assist in realizing the land use proposals of the plan.

Each such study requires meetings with those interested in the matter including architects, university representatives, builders, attorneys, citizens organizations, and representatives of the District government. It requires writing

or aiding in the writing of new regulations, reporting to the Planning Commission, and presenting the Commission's recommendaions at public hearings.

(2) Other duties of the Commission in regard to zoning are set forth in the Zoning Enabling Act for the District of Columbia (act of June 20, 1938, 52 Stat. 797, D.C. Code, 1961 ed., secs. 5–413 to 5–428).

Section 5 of this act creates a Zoning Advisory Council, one member of which shall be a representative of the Planning Commission. The act states that "no amendment of any zoning regulation or map shall be adopted by the Zoning Commission unless and until such amendment be first submitted to said Zoning Advisory Council and the opinion or report of such Council thereon shall have been received by the Commission.

As a member of this Council representing the Commission, the chief of the District Division participated in the review of 151 proposed amendments to the zoning maps and regulations. This represents an increase of 27 amendments over the previous year. Each case requires an inspection visit to the site, writing, with other Council members, a report to the Zoning Commission, and attendance at the public hearing and at the executive meeting of the Zoning Commission.

Section 8 of the act creates a Board of Zoning Adjustment, one member of which shall be a member of the Planning Commission or its staff, designated by the Commission and appointed by the Commissioners of the District of Columbia. The chief of this Division represents the Commission on the Board. The Board holds hearings once a month on exceptions and variances to the zoning regulations. The Board over the past several years has heard on the average 45–50 appeals a month. During this past year the Board heard 462 appeals, at 10 public hearings. This number was a decrease from the 505 appeals of the previous year. Appeals often require an inspection visit to the site. Every appeal involves a check against other programs of the Commission, attendance at public hearing, review of briefs submitted by applicants, and aiding in the writing of orders granting or denying each case.

The Division also represents the Commission on the District of Columbia-Maryland Zoning Advisory Committee, which reviews and reports on zoning changes in Maryland and the District of Columbia adjacent to the District line.

(c) Additional functions of the Division:

(1) Street and alley closings: Section 1 of the act of December 15, 1932 (47 Stat. 747 D.C. Code, 1961 ed., sec. 7–401), provides that the Commission make recommendations to the District Commissioners on proposed street and alley closings. There were 28 such closing actions investigated and acted upon in fiscal year 1964.

(2) Changes in the District of Columbia highway plan: The act of March 2, 1893 (27 Stat. 532) as amended by the act of June 30, 1926 (44 Stat. 374) (District of Columbia Code, 1961 ed., sec. 7–109) requires Planning Commission approval of all changes in the permanent system of highways plan. Two such changes were processed in fiscal year 1964.

(3) Transfers of jurisdiction: In accordance with section 1 of the act of May 20, 1932 (47 Stat. 161, District of Columbia Code, 1961 ed., sec. 8–115), the Planning Commission approves all transfers of jurisdiction over properties within the District of Columbia owned by the United States among and between Federal and District authorities. There were 12 such transfers investigated and acted upon in fiscal year 1964.

(4) Sale of surplus land: Section 1 of the act of August 5, 1939 (53 Stat. 1211, District of Columbia Code, 1961 ed., sec. 9–301) requires Commission approval of all sales of District-owned land which the District Commissioners and the National Capital Planning Commission find to be no longer required for public purposes.

(5) Coordinating committee: Section 2(d) of the Planning Act permits the establishment of a coordinating committee made up of representatives of a number of agencies of the Federal and District Government. Such a committee has been established and it is through this committee, meeting twice monthly, that the District Division, as one of its duties, processes the above items listed as additional functions c. (1), (2), (3), and (4), prior to presenting them to the Planning Commission. This Division is also responsible for preparing the agenda, writing the minutes, and acting as secretary to the Committee.

(6) The Division also serves as a specialist in advising the other planning divisions on matters of public works and zoning.

(*a*) It consults with the Federal Planning Division on "in lieu of zoning" review of Federal public buildings, which are exempt from the zoning regulations of the District, but are made subject to the approval of the Commission as to location, height, bulk, number of stories, and size, and the provision for open space in and around such buildings, pursuant to section 16 of the act of June 20, 1938 (District of Columbia Code, 1961 ed., sec. 5–428).

(*b*) It provides information on location, size, cost, and year programed of public works to the Urban Renewal Division and the Community Renewal Program Section.

(7) An example of the type of special study which this Division undertakes is the current work to find a satisfactory location for District of Columbia incinerator No. 5, and to establish suitable planning controls over the development of the site.

The work of this Division is of a continuing nature, with the exception of special assignments, and can be expected to be similar in scope to the above. However, each year the number of applications to both the Board of Zoning Adjustments and the Zoning Commission requiring Planning Commission review have increased, as well as the number of special studies relating to zoning matters.

With the completion of the 1985 comprehensive plan, the work of programing and reviewing annually the 6-year public works program will demand a greater amount of continuing contact with an expanded number of District agencies on a day-to-day basis. The completion of this plan will also increase the need for extensive review of the zoning maps and regulations in order to implement the plan.

Thus, it is anticipated that the workload of this Division will increase greatly as more effective planning is undertaken for the District.

In fiscal year 1965, this Division is allocated three positions. The salaries for these positions, including benefits, totaled approximately $38,000 or 7 percent of the total personnel compensation and benefits.

3. *Urban Renewal Planning Division.*—The principal activities of the Urban Renewal Planning Division in the past year (fiscal year 1964), and the projected activities of the Division in fiscal years 1965 and 1966 fall into four major categories: (*a*) activities in connection with proposed modifications to previously approved urban renewal plans; (*b*) activities of a project planning nature involving the preparation of urban renewal plans for officially designated urban renewal areas in the District of Columbia, supervised by the regular staff and carried out with separate staffs funded by special contracts; (*c*) activities involved in the review and study (and/or initiation and development) of proposals and recommendations for future possible urban renewal areas; and (*d*) activities relating to the Commission's responsibilities under the District of Columbia Alley Dwelling Act of 1934 for the review and approval of the general location and boundaries and site plans of proposed low-rent public housing developments of the National Capital Housing Authority.

(*a*) Modifications in adopted and approved urban renewal plans:

(1) General: The Division staff has a continuing responsibility and workload resulting from the consideration, review, and study (and/or the development of) proposed modifications in previously adopted and approved urban renewal plans. Official urban renewal plans exist for each of the following areas of the District of Columbia: (*a*) Southwest B;(*b*) Southwest C; (*c*) Southwest C–1; (*d*) Northeast No. 1; (*e*) Northwest No. 1; and (*f*) Columbia Plaza.

Frequent proposals for plan modifications originate from the Redevelopment Land Agency, property owners in the areas involved, potential redevelopers, the District of Columbia government, or from the Commission staff. Staff studies are involved in each case prior to presentation for the Commission's consideration of each such proposed modification.

(2) Southwest B, D, and C–1: The staff of the Division processed five separate proposed modifications in these Southwest urban renewal projects for Commission adoption during fiscal year 1964. These included:

(*a*) Further modifications to the specifications for the Southwest waterfront, recommended by the District Commissioners as a result of testimony adduced at the public hearing.

(*b*) The adoption of detailed specifications for the development of the last uncommitted parcel of residential land in Southwest, located at 4th and P Streets.

(c) Street adjustments to increase the amount of salable or usable land in several sites, including Federal Office Building No. 5, Hoover Playground, and squares 327, 537, 640, and 641.

(d) The adoption of specifications for a privately constructed public parking garage for approximately 1,000 cars at Fourth and E Streets to serve the Federal employment area between Virginia Avenue and Independence Avenue.

(e) The adoption of revised specifications for the Town Center shopping area to permit more intensive utilization of the site.

In addition, considerable staff time was devoted to an attempt to resolve the problem created by the inability of the District of Columbia to expand the site of the Bowen School, called for by the urban renewal plan for Southwest project C–1, due to the absence of congressional authorization for such expansion. Assuming that such authorization will not be forthcoming in the future, modification of the urban renewal plan will be required to permit disposition of the land for an alternative use.

(3) Northeast No. 1: The revision of the urban renewal plan for Northeast project No. 1, initiated during fiscal year 1963, was completed during fiscal year 1964 with the adoption by the Commission of changes recommended by the District Commissioners as a result of testimony adduced at the public hearing. Land disposition in the project area is now proceeding, and minor additional staff activity is anticipated.

(4) Northwest No. 1: The urban renewal plan for the Northwest project No. 1 was approved during fiscal year 1964 by the District Commissioners after readoption by the Commission with changes recommended as a result of testimony adduced at the public hearing, and the project is now in execution. Minor changes can be anticipated during fiscal year 1965 or 1966 as land disposition proceeds and detailed plans are received from redevelopers. This project will provide new and rehabilitated residential facilities for families of low and moderate income, and expanded sites for public facilities in the area.

(5) Columbia Plaza: As the land in the Columbia Plaza project is now under contract to a private developer, no further modifications to the urban renewal plan are anticipated.

(b) Project planning activities in connection with the preparation of urban renewal plans: The Commission, in cooperation with the District of Columbia Redevelopment Land Agency, prepares urban renewal plans for the approval of the Board of Commissioners of the District of Columbia government and for execution by the Redevelopment Land Agency. The preparation of these plans is done by special staff personnel recruited by the Commission for this purpose with funds provided by RLA under the provisions of title I of the Housing Act of 1949, as amended. This work is carried out under the direction and supervision of the Urban Renewal Planning Division.

(1) Adams-Morgan: Actions by the District Commissioners on the urban renewal plan for the Adams-Morgan project area adopted by the Commission on January 10, 1963, was delayed by the need for a resurvey of the area by the Redevelopment Land Agency and personnel from the District Department of Licenses and Inspection to substantiate project eligibility. The results of the survey were submitted to the District Commissioners on August 27, 1964, and the RLA has stated that the project area is eligible for urban renewal under the District of Columbia Redevelopment Act of 1945, as amended. The District Commissioners have referred the plan back to the Planning Commission with recommendations for changes as a result of testimony adduced at the public hearing. Following restudy by the Commission it is expected that a revised plan will be adopted during fiscal year 1965. Following such readoption, further staff activity will be limited to the review and processing of such modifications as may appear necessary upon receipt of detailed plans from redevelopers or recommendations by the Agency or the District during execution.

(2) Anacostia-Bolling: The Commission will begin detailed planning studies for this project under contract with the Redevelopment Land Agency during fiscal year 1965. The work will be undertaken by a special project planning staff with an estimated budget of $120,000 for a 2-year period. The funds will be provided by the Agency from a planning advance obtained from the Housing and Home Finance Agency. However, general supervision, and technical and administrative services, will be furnished by the permanent staff of the Commission from appropriated funds. Major staff effort was devoted to the project during fiscal year 1964 to resolve preliminary planning problems arising from the neces-

sity to coordinate Federal development in the area with the private development anticipated under the urban renewal program.

At the request of the Bureau of the Budget, the Commission submitted a recommendation on heliport locations based on a staff study entitled "An Evaluation of the Economic Effects of Helicopter Operations in the Anacostia-Bolling Area," to assist the Department of Defense in selecting the location of a military heliport in the Washington area. Numerous meetings were held with representatives of the Department of Defense and the several services regarding the development of a master plan for the portion of Anacostia-Bolling to be permanently retained by the Department of Defense, and it is anticipated that such a plan will be submitted to the Commission for approval during fiscal year 1965.

(c) Review and study of proposed urban renewal activities: The regular staff of the Division is also responsible for reviewing proposals for possible future urban renewal projects, for undertaking urban renewal feasibility studies and, within the framework of the "1985 Comprehensive Plan" and community renewal program studies, initiating and recommending specific urban renewal proposals for consideration by the Commission and the District Commissioners. Studies of this nature in the past have been initiated by the Commission or have been undertaken in response to requests by the Office of Urban Renewal of the District of Columbia, the Development Land Agency, or other proups or institutions.

The activities of the Division's staff in regard to future urban renewal activities or programs in the District of Columbia fall into two categories—the broader citywide study of renewal needs under the community renewal program study and several potential urban renewal project proposals that are under study at this time.

(1) Community renewal program: During fiscal year 1964, the Commission, with appropriated funds, recruited the technical staff that is preparing portions of the community renewal program. This staff, with funds supplied under an agreement with the District of Columbia government, has initiated preliminary staff studies. These studies include the following: (*a*) identification and measurement of the scope and character of the need for renewal, (*b*) identification of appropriate renewal activities contemplated to meet the need for renewal, (*c*) determination of program requirements (fiscal and relocation) needed and available to renew such areas, and (*d*) scheduling the priorities of urban renewal action. These studies are continuing and are expected to be completed by the end of the fiscal year 1965. The Commission is to receive a total of $175,000 for this work under the provisions of the agreement with the District government.

This work is being carried out in close coordination with the "1985 Comprehensive Plan" studies of the Comprehensive Planning Division. It also is being coordinated with related CRP activities and studies of various District agencies, the Redevelopment Land Agency, the National Capital Housing Authority, and private consultants especially in the areas of social planning, economic feasibility and marketability—under the direction of the District's Office of Urban Renewal.

Supervision and technical direction of this activity is provided by the permanent staff. The work of the Commission staff will constitute a major technical contribution to the final recommendations to the District of Columbia government on a 20-year community renewal program for the Nation's Capital. Completion of these special studies is anticipated by the end of fiscal year 1965. During the early part of fiscal year 1966 the Commission staff will assist in revisions and modifications of the CRP as a result of review by the Housing and Home Finance Agency and the District of Columbia government. Staff members also serve on a number of working committees of the community renewal program.

(2) Special area studies: The Division staff has continuing responsibility for preliminary planning or eligibility studies in potential urban renewal areas in various parts of the District. Areas studied during fiscal year 1964, or for which such studies are anticipated during fiscal year 1965 or 1966, are as follows:

(*a*) Howard University: At the request of Howard University, studies were conducted in fiscal year 1963 of the feasibility of urban renewal as a means of improving the university's environment in coordination with a program of campus development. Completion of the studies was delayed pending revision by the university of its campus development plan, in order to evaluate fully the question of financial feasibility under the provisions of section 112 of the Housing Act of 1949, as amended. These studies are expected to be completed, at least in preliminary form, during fiscal year 1965.

If feasibility is indicated by these and other studies, it is anticipated that the staff will prepare an urban renewal plan within yet-to-be-identified boundaries in this section of the city. If the Division is called upon to prepare an urban renewal plan, a special staff of approximately four persons, funded by the Redevelopment Land Agency, would be required.

(*b*) Downtown renewal: The staff, in conjunction with the Office of Urban Renewal of the District government, the Redevelopment Land Agency, and the staff of Downtown Progress (the National Capital Downtown Committee) has been meeting on a regular basis during fiscal year 1964 in a technical review and evaluation of the "Action Plan" for downtown Washington. In anticipation of the eventual enactment of an amendment to the District of Columbia Redevelopment Act of 1945, as amended, clearly establishing the eligibility of the downtown area for renewal, the staff has been assisting the above-named agencies in the evaluation and development of the planning proposals and development standards that would eventually be incorporated in an urban renewal plan for the downtown area. It is anticipated that these activities will continue during fiscal year 1965 as a part of broader studies being undertaken at this same time in conjunction with the "1985 Comprehensive Plan" and the community renewal program described above. No additional special staff will be required on the part of the Division for this activity.

(*c*) Other areas: It is anticipated that other special studies or project planning activities may be initiated by the Commission prior to the end of fiscal year 1965.

As a part of these activities of the Commission, it is anticipated that project planning activities in the Northwest No. 2 area may be initiated in late fiscal year 1965 or early in fiscal year 1966. Although the boundaries of this area have not as yet been determined, Northwest No. 2 is intended to be the second of a series of urban renewal activities initiated by the Board of Commissioners of the District of Columbia in 1961, in what is known as the second precinct, at the time of the establishment of urban renewal area boundaries of the Northwest 1 area. It is anticipated that these studies will be prepared by a special staff of the Commission financed with funds by the Redevolpment Land Agency under title I of the Housing Act of 1949, as amended. Under these circumstances, the completion of an urban renewal plan could be anticipated late in fiscal year 1967 or early in fiscal year 1968.

In fiscal year 1966, increasing Division staff activities in regard to the study of potential urban renewal project areas is anticipated as an outgrowth of the community renewal program, following its completion in fiscal year 1965.

(*d*) Review and approval of low-rent public housing sites: In fiscal year 1964 the Division staff continued to work with the staff of the National Capital Housing Authority and the District Office of Urban Renewal in the review of potential sites for low-rent public housing projects and in the preparation of development plans for approved sites. Two new housing sites reviewed by the staff were recommended favorably to the Commission, and one existing site was recommended for expansion. In addition, development plans for a project to contain 360 units on a site approved during fiscal year 1963 (12th and I Streets SE.) were reviewed and recommended to the Commission. It is anticipated that site plan discussion and analysis for seven projects totaling approximately 1,100 units on sites approved by the Commission during fiscal year 1963 will be required during the latter part of fiscal year 1965 and in fiscal year 1966. In addition, sites must be found for approximately 1,000 newly authorized units which will be required as relocation housing for low-income families to be displaced by public works and urban renewal. As readily available sites for low-rent public housing are virtually nonexistent in the District of Columbia, it is anticipated that substantial staff activity will be required during fiscal year 1966 to assist in locating appropriate sites for the additional units now programed and provide planning assistance to the Authority in the development of approved sites.

In fiscal year 1965, this Division is allocated six positions. The salaries for these positions, including benefits, totaled approximately $70,000 or 15 percent of the total personnel compensation and benefits.

4. *Federal Planning Division.*—This Division carries out a major portion of the Commission's responsibilities in regard to projects and developments of the various executive departments and independent agencies in the National Capital region under the National Capital Planning Act of 1952.

The Division is responsible for (*a*) the review and approval of land acquisition proposals and building construction plans by the various Federal agencies within

the National Capital region; (*b*) review and recommendations on fiscal year and 5-year program proposals by the various Federal agencies under the Bureau of Budget Circular A–11; (*c*) the initiation and completion of an inventory of Federal installations and facilities in the National Capital region; (*d*) review and approval of overall master plans for Federal facilities in the region where there is a complex of buildings and other improvements that comprise a single or shared facility; (*e*) the review of sites for memorials and monuments; (*f*) review and recommendations on proposed extensions to the National Capital Park, Parkway, and Playground System; (*g*) review and recommendations on the Stream Valley Park program in Maryland and Virginia within the National Capital region; and (*h*) participation with the Comprehensive Planning Division in the development of the 1985 comprehensive plan.

The major portion of the Commission's responsibility for a liaison relationship with Federal agencies is carried out by the staff of the Federal Planning Division. A great deal of staff time is spent as advisers and consultants at meetings with each of these agencies. In the past few years, this activity has grown steadily, as more and more agencies comply with the requirements of the National Capital Planning Act of 1952 and Bureau of the Budget Circular No. A–11, "Instructions for the Preparation and Submission of Annual Budget Estimates."

(*a*) Review of Federal projects: The Planning Act requires each Federal agency, prior to the preparation of construction plans for proposed projects or commitments for the acquisition of land, to advise and consult with the Commission in preliminary and successive stages of their planning in order to assure the orderly development of the National Capital. The amount of activity in this sector has grown steadily and is expected to increase with the strengthening of the planning process and the necessary adjustments and expansions of the Federal Government's physical plant in the region.

In addition, pursuant to section 16 of the act of June 20, 1938 (52 Stat. 802, District of Columbia Code, 1961 ed., sec. 5–428) (the Commission's "in lieu of zoning authority within the District of Columbia), the Commission reviews the location, height, bulk, number of stories, and size and the provision of open space in and around proposed Federal buildings.

In fiscal year 1964, the Commission reviewed and approved the following proposed Federal projects:

(1) Location approval:

(*a*) Government Printing Office, Field Printing Plant (at Naval Gun Factory Annex).
(*b*) Suitland Federal Employment Center; Federal Records Center and central heating plant.

(2) Building and site plan approvals:

(*a*) Federal Office Building No. 5 (Independence Avenue and Tenth Street SW.).
(*b*) John F. Kennedy Center for the Performing Arts (preliminary plans).
(*c*) Army Precision Photogrammetric Laboratory, Army Map Service, Montgomery County, Md.
(*d*) Animal Disease Building, Patuxent Wildlife Research Station, Prince Georges County, Md.
(*e*) Addition to Building No. 1, U.S. Naval Security Station, Washington, D.C.
(*f*) Arlington Hall (Defense Intelligence Agency) Arlington, Va.
(*g*) Addition to general office building, National Institutes of Health, Bethesda, Md.
(*h*) Naval Research Laboratory Cyclotron.
(*i*) National Air and Space Museum (preliminary plans).

As fiscal year 1964 ended, the Commission was in the process of reviewing the proposed final design of the National Air and Space Museum, the proposed Housing and Home Finance Agency Building, and the proposed Federal Bureau of Investigation Building, among others.

(*b*) Review and approval of fiscal year and 5-year program proposals: The Division is responsible for the staff review of Federal agencies' 6-year public works programs and their annual fiscal year Capital budgets as they pertain to proposed Federal Capital improvements within the National Capital region. In carrying out this work liaison is necessary with each Federal agency, as well as with the Bureau of the Budget, to which the Commission reports on these matters. Master plans of each agency's installation are reviewed as a basis for the Commission's recommendations thereon.

In fiscal year 1964, the Commission reviewed and approved the budget proposals of the following agencies:

(1) Department of Defense (Anacostia-Bolling Military area and Arlington Hall).
(2) Public Buildings Service, General Services Administration.
(3) National Capital region, National Park Service, Department of Interior.
(4) Smithsonian Institution.
(5) Department of the Navy (Naval Research Laboratory).

The review and evaluation of fiscal year program proposals is performed in the summer and fall as the various agencies prepare their estimates for the following fiscal year.

(c) Inventory of Federal installations and facilities: In response to a request from the Bureau of the Budget and as a part of the Commission's continuing master planning studies, the Division is now reviewing existing Federal landholdings in the District of Columbia and in Virginia and Maryland within the Natonal Capital region.

The purpose of these studies is to analyze and evaluate the current use of these sites as well as their potential future use and/or reuse for Federal needs. These studies relate to the current long-range 1985 comprehensive plan studies of the Commission and the development of such a plan for the Federal establishment within the National Capital region.

As a part of its Federal inventory studies, the Commission, in cooperating with the General Services Administration (Public Buildings Service), has initiated a series of staff studies of four key federally owned sites where significant changes in the near future in the current use of these sites is anticipated.

The current status of these studies are as follows:

(1) Bureau of Standards: Preliminary plan studies initiated in fiscal year 1964 are to be completed in fiscal year 1965 for review by Commission and General Services Administration.

(2) National Training School for Boys: Preliminary plan is in process of being prepared for review by Commission and General Services Administration.

(3) Naval Gun Factory: Preliminary plan has been completed and is under discussion with the General Services Administration and the Department of the Navy as a basis for coordinated future development and redevelopment of this area.

(4) Suitland Federal Employment Center: Preliminary plan is being prepared as a basis for review by Commission and the General Services Administration early in fiscal year 1965.

After work has progressed sufficiently on the above four sites, the Commission plans to undertake a master plan study of the Mount Alto Hospital site on Wisconsin Avenue NW. This is scheduled to be initiated and completed during fiscal year 1965.

It is intended to complete studies of all the remaining sites as soon as staff resources permit. Another six to eight studies will be initiated in fiscal year 1966 if additional personnel is available.

(d) Review and approval of master plans: For Federal installations having a complex of individual buildings, the Commission's review of proposed individual building projects under section 4 of the National Capital Planning Act of 1952 is made within the framework of an overall master plan for the entire facility. This is done in order to insure the conformance and compatibility of individual projects with existing and proposed development in the facility as a whole.

In fiscal year 1964, the Commission reviewed and approved the following master plans:

(a) Cameron Station, Alexandria, Va.
(b) Dalecarlia Reservation, District of Columbia and Montgomery County, Md.
(c) Naval Research Laboratory, District of Columbia.
(d) Defense Intelligence Agency, Arlington Hall, Arlington, Va.

In fiscal year 1965, it is anticipated that the Commission will review and take preliminary revised, or final action on master plans that are being submitted for the following military installations:

(a) Andrews Air Force Base.
(b) Bolling Air Force Base.
(c) Arlington National Cemetery.
(d) Fort Belvoir.
(e) Fort Myer.

(*f*) Walter Reed Army Medical Center, Forest Glen.
(*g*) National Naval Medical Center, Bethesda, Md.

(*e*) Review of monument and memorial sites: The Division is also responsible for reviewing proposals for the location and design of new memorials and monuments in the National Capital region and making recommendations thereon to the Commission.

In fiscal year 1964, the Commission approved the design for Mary McLeod Bethune Memorial and recommended favorably on legislation authorizing a Spanish-American War Veterans Memorial. The Commission also reviewed its previous approval of the location, site plan, and design of the Tares Schevchenko Memorial at P and 22d Sts. NW. No further action was taken.

(*f*) National Capital park, parkway, and playground system: The act of May 29, 1930 (43 Stat. 482), as amended (the Capper-Cramton Act), authorizes the appropriation of funds to the Commission for the acquisition of lands in Maryland and Virginia for the George Washington Memorial Parkway and in the District of Columbia for parks, parkways, and playgrounds.

The Division, in cooperation with the Office of the General Counsel, is responsible for planning and related activities for these programs. This work is done in coordination with the National Park Service, the District of Columbia Recreation Board, and planning agencies and local governing bodies in Maryland and Virginia.

In fiscal year 1964, the Commission took the following actions in connection with these programs:

(1) George Washington Memorial Parkway, unit No. 2, Prince Georges County, Md. (reduction in taking lines).

(2) Petworth Playground, District of Columbia (removal of building restriction line, north side of Taylor Street NW.).

(3) George Washington Memorial Parkway, Fairfax County, Va. (report on H.R. 9085 authorizing disposal of land near Pimmit Run).

(4) Addition to neighborhood park, square S 104, District of Columbia (approval of joint acquisition with District of Columbia government).

(*g*) Stream valley parks program: Under the Capper-Cramton Act, the Commission administers a program of matching grants to the suburban jurisdictions within the National Capital region for the acquisition by these jurisdictions of stream valley park lands.

The Division, in conjunction with the Office of the General Counsel, is responsible for planning and related activities for this program. This work is done in coordination with the park authorities and governing bodies of the local jurisdictions.

In fiscal year 1964, the Commission took the following actions in connection with this program:

(1) Holmes Run Stream Valley Park, Fairfax County, Va. (change in taking lines of units Nos. 1 and 2).

(2) Northwest Branch Stream Valley Park, Prince Georges County, Md. (change in taking line of unit No. 2).

(3) Long Branch Stream Valley Park, Arlington County, Va. (approved modified boundary and development plan for unit No. 1).

(4) Four-Mile Stream Valley Park, Arlington County, Va. (approved development plan for unit No. 1).

(*h*) Participation in the preparation of the 1985 comprehensive plan: The Division, in conjunction with the Comprehensive Planning Division, is in the process of developing long-range proposals for the Federal Establishment in the National Capital region—within the concepts of the year 2000 policies plan and as a part of the Commission's 1985 comprehensive plan for the National Capital.

In fiscal year 1965, this Division is allocated four positions. The salaries for these positions, including benefits, totaled approximately $39,000, or 8 percent of the total personnel compensation and benefits.

D. Technical services group

1. *General concept.*—Technical services of a small variety of special skills are provided to supplement basic urban planning skills on the professional staff. Personnel in this group are highly qualified in their own fields.

These additional skills are required because of the fast pace of change in our present urban culture and the corresponding development of specialization in the study and analysis of urban problems. Three such areas of skill are included at the present time: traffic engineering, urban design, and analysis of economic and social problems.

Four basic functions are carried out by this personnel: (1) They advise the Director with respect to new developments in their own fields and recommend programs and approaches toward carrying out the Commission's responsibility; (2) they consult with the four planning divisions as appropriate to the latters' programs, in the role of staff consultants; (3) they undertake or direct special studies within their own areas of special competence; and (4) they maintain liaison between the Commission and related activities of other agencies and private organizations in the subject area of their specialties.

In fiscal year 1965, this group is allocated six positions. The salaries for these positions, including all benefits established by law, totaled approximately $78,000, or 16 percent of the total personnel compensation and benefits.

2. *Traffic engineering and transportation planning.*—The traffic engineer works closely with the Comprehensive Planning Division in transportation aspects of the comprehensive plan studies and with each of the other three divisions in review of transportation aspects of all projects referred to and reviewed by the Commission. Continuing representation and liaison on behalf of the Commission is maintained with District and regional transportation agencies and current transportation demonstration projects. Developments in the field of transportation research and results of work in other localities are observed closely for possible application in the Washington area.

In fiscal year 1964, preliminary work was undertaken to develop a framework for an arterial street system for the 1985 comprehensive plan, initial review and analysis for a parking program was completed, continuing analysis of proposals for a rapid transit system was performed, and traffic aspects of many projects were reviewed in conjunction with other staff studies and presentations to the Commission. The latter projects included the District of Columbia Highway Department capital improvements program and individual highway projects, special streets studies, all urban renewal projects and amendments affecting land use, all changes in streets and alleys of the District, and all Federal installation plans and individual building projects. Of particular significance was the amount of time devoted to liaison with the special Policy Advisory Committee on the controversial District of Columbia interstate highway program.

In fiscal year 1965, preliminary transportation proposals for the 1985 comprehensive plan are being completed. Of particular traffic significance will be the rapid transit system, arterial street system, and parking proposals (outlying fringe, metrocenter, visitor attractions, and Federal employee). Special review and liaison will be maintained with organizations concerned with transportation matters.

Of particular importance will be the technical liaison with and review of proposals for the continuing comprehensive regional transportation process, now being organized for the Washington metropolitan area in accord with provisions of the 1962 Federal Aid Highway Act. The Commission is represented on the official organizing committee as a representative of the District of Columbia and the Federal interests in the region.

Traffic aspects of all projects initiated by or referred to the Commission, as identified by category under fiscal year 1964, also will be studied and reported. Particular attention to proposals for location and design of the District interstate highway program will continue.

Liaison will be maintained with the National Capital Transportation Agency, the District of Columbia Department of Highways and Traffic, the Bureau of Public Roads, the Washington Metropolitan Area Transportation Commission, the local State and county highway departments, and the current transportation demonstration projects. Statistical data will continue to be drawn from the above-named agencies.

In fiscal year 1966, special project work will emphasize further development of the District's special street system, detailed application of the "1985 Comprehensive Plan" arterial street and parking systems proposals, traffic aspects of the studies of Federal employment sites, and participation in the development of the surveys and forecasts that will be undertaken by the new regional transportation planning program.

Project review and liaison with transportation agencies will continue at a high level of activity.

3. *Urban design.*—The urban designers and architects work in conjunction with all divisions to develop the functional and three-dimensional aspects of all plans and proposals. In this capacity, they are responsible for clarifying esthetic objectives and principles for the National Capital as planning proposals

evolve. Such objectives and principles are expressed in verbal and graphic terms and further developed in preliminary design studies for urban renewal areas, Federal and District projects, parks, streets, and other public facilities which come under the aegis of the Commission.

This special staff also makes recommendations on comprehensive planning, feasibility studies, and other projects which come before the Commission in its referral and review process. They are specifically charged with certain projects where design considerations are predominant. The most important current projects are the comprehensive design studies for the "1985 Comprehensive Plan"; the skyline study, in conjunction with the Fine Arts Commission; area site-design studies in connection with general plans, such as the Downtown Progress proposals; study of esthetic considerations involved in development of freeways and special streets; and prototype feasibility studies for the landmark preservation program. The Pennsylvania Avenue Advisory Council recommendations are being analyzed in such detail as is necessary to assist in guiding new developments in this area to conform with the avenue plan.

The workload for this personnel has increased considerably in the past year and is expected to continue to expand. This is brought about by the volume of building activity, public and private, that is taking place in the District of Columbia; the significance attached to visual and esthetic elements of the National Capital City; and increased awareness of the general public of the importance of the appearance of cities.

In fiscal years 1964 and 1965, special contributions have been or are being made to the design and layout of such additional projects as the John F. Kennedy Center for the Performing Arts, Air and Space Museum, Federal Office Building No. 5, HHFA Office Building, buildings included in current GSA programs, Federal employment sites and master plants (i.e., Naval Weapons Plant), military installation plans and urban renewal and public housing projects, and article 7501 referrals of the zoning regulations.

Special streets studies have been completed for Virginia Avenue NW., and the treatment of the streetcar ramps on Connecticut Avenue on either side of Dupont Circle. Now underway is a similar study for Pennsylvania Avenue SE. (from the Capitol to the Anacostia River).

In fiscal year 1966, work will continue on application of "1985 Comprehensive Plan" proposals to specific projects, such as special streets and other physical elements of the transportation system; skyline and urban design plans; coordination of the landmarks program with other visual elements of the city; and analysis of major projects referred to the Commission for review.

4. *Economic and social analysis.*—The one professional on the staff at present in this work area, occupying a position filled for the first time in fiscal year 1964, is contributing to a broad range of activities of the Commission. It is a matter of particular concern that proposals originating from the Commission, or subject to review by it, are tested to ascertain their probably economic and social effects. Also there is need to adopt new techniques of data collection and analysis to the requirements of the Commission's programs.

Initial concentration has been placed on identifying the economic and social data required for the "1985 Comprehensive Plan" and assisting in the programing for and coordination of the research studies of the community renewal program. Also initial coordination is being developed with the United Planning Organization's general program and the war on poverty program in the District. Special attention has been given to a review of a study of social problems that would be involved in a proposal for relocation for a major freeway development.

The next stage of developing a satisfactory economic and social research program requires work in the following areas:

(*a*) Continuous population estimation and analysis, both for physical planning and on related population needs and problem on a districtwide, planning district, and smaller area basis to meet needs of school, recreation, and special facility programing in particular.

(*b*) Continuous housing market analysis with particular reference to needs of special population groups, i.e., aging, low income, minority, etc.

(*c*) Continuous analysis of private market for nonresidential land uses (e.g., office, commercial, industrial, etc.).

(*d*) Special studies on economic and social impact of planning proposals. A particular example is a study of the influence of land values on changing land use and its restraint on public development decisions, as well as its influence on private market operations affecting, among other things, the displacements of low-income families and provision of middle-income housing.

(*e*) Coordination of and liaison with special studies undertaken by contract by the Commission or other cooperating agencies, when specialized skills and experience are needed.

(*f*) Maintenance of a research file on the District of Columbia to capture, screen, and make available materials developed by a variety of other sources but transitory in character.

(*g*) Development of basic data on existing land use, structural conditions, assessed value, etc., in form for planning analyses. Collection and review of other data (i.e., building construction activity, retail and wholesale activity, tourism, etc.).

When resources are available, it is intended to develop a reporting system on economic and social conditions and changes in the District as they affect the carrying out of the "1985 Comprehensive Plan," and Federal interests in the region. This data also will be provided to other government agencies and interested parties in the community as a service function, and will provide the basis for a continuing feedback of information to the Commission on the impact of "1985 Comprehensive Plan" proposals.

E. Community relations and staff library

1. *Community relations and reports.*—Replies to requests for information about the work of the Commission from the news media, neighborhood and city-wide civic groups, interested citizens, visiting foreigners interested in city growth and planning, and in reponse to written requests from citizens of the region and across the country are coordinated by the special assistant for community relations. Numerous presentations and speeches are arranged for members of the Commission and the staff to describe the planning problems and proposals of the agency. Assistance in developing background material and contacting knowledgeable persons is given to writers and producers representing significant national news media seeking information about Washington.

The Commission is responsible for communicating its plans, recommendations, and program to the public and the community. This requires that there be effective writing and editing of planning reports and documents. There is sufficient additional demand for this work to indicate savings in efficiency and increased productivity in having a specially qualified staff person available full time. Such activity also would contribute to the work of the planning divisions and would be coordinated with community relations work.

Writing talent will be needed particularly for interpretive writing about the "1985 Comprehensive Plan," preparation of supporting documents, development of reports of planning progress within the District and National Capital region, and to assist with special projects.

2. *Professional staff library.*—A small and selective library is maintained to obtain new planning texts, plans issued for other cities and regions, and periodicals of the planning and urban development field. It enables staff professionals to have available immediately reference materials on an efficient and economical basis, and to obtain data required for solving problems with a minimum loss of time. Care is exercised to control accessions to those appropriate for a small, highly specialized agency collection.

In fiscal year 1965, community relations and staff library were allocated two positions. The salaries for these positions, including benefits, totaled approximately $21,000 or 4 percent of the total personnel compensation and benefits.

F. Special programs and use of experts

The nature of urban growth and change, the rapidity with which change is occurring in Washington, and indeed the whole National Capital region, and the need to cope with special problems by special efforts leads to the need for selected special programs from time to time and the need to utilize specialized insights and experiences in these programs. The Commission utilizes the services of experts on a daily basis or through contract studies when this is to the economy and convenience of the Government. A provision to permit such work in fiscal year 1966 is included in the budget request.

1. *Landmarks program.*—Much concern has been expressed in the past over the loss of many of Washington's most famous and cherished landmarks—

buildings and areas. Many of these were important as historic references to the beginning of our country while others represented great achievements in esthetics and architecture. Many people and organizations have lamented the change in the appearances and charm of sections in Washington that have been transformed by not-so-significant new construction.

It is recognized that growth in the National Capital and needed changes will continue to threaten old landmarks, and in some cases claim them. However, it also is apparent that, (*a*) plans for public and private development should take into consideration the existence of landmarks and make every effort to avoid or spare them, (*b*) it is important to have an authenticated, official list of those structures and spaces which are significant as landmarks for the information of all concerned, (*c*) oftentimes efforts at preservation of landmarks are thwarted only because neither owner nor developer was aware of the significance of the structure, nor were other interested parties informed in sufficient time to attempt necessary steps to avoid destruction, and (*d*) insufficient attention has been given to adapting new construction programs to accommodate and preserve landmarks on the site.

In fiscal year 1964, the Commission and the Commission of Fine Arts established a joint committee composed of architects, historians, and other experts in this field. This committee, which serves without compensation, has undertaken an initial study of the landmarks problem and developed a preliminary list of notable buildings and sites which are deemed worthy of further study. Also a series of steps aimed at developing a preservation program is underway. The committee also is cooperating with the American Landmarks Celebration, sponsored by the National Trust for Historic Preservation and the Department of Interior, in conjunction with the international program of UNESCO. They organized a National Capital Landmarks Week for Washington with a very successful photographic exhibit and publication of the interim list of landmarks. Consideration also is being given to holding a symposium on this subject in Washington later in the year.

Prototype case studies will be undertaken in this year to analyze the design and legal possibilities of permitting new development to occur on a portion of a specific site, while providing for the retention of the landmark. Tentatively being considered for such studies are buildings and streets which are threatened with early demolition, including one building whose destruction has already been announced, but which represents a particularly good example of this possible treatment. These sites are the Tuckerman and Gray-Payne Houses on the opposite sides of I Street, on the west corners of 16th Street; the National Presbyterian Church at Connecticut Avenue, 18th and N Streets; and Tudor Place.

It is deemed very important that this program be advanced at all possible speed during the next 2 years. Therefore, a special nonrecurring program is proposed for fiscal years 1966 and 1967.

Budgetary needs for the program in fiscal year 1966 have been set at $50,000. This will permit obtaining of required planning, architectural, and legal services to carry out the program.

The fiscal year 1966 program would include the following:

(*a*) Authentication of buildings and sites on the interim list as meeting adequate standards of significance as historic, architectural, or esthetic landmarks, including further screening of other sites proposed.

(*b*) The conduct of approximately 12 special case studies, including steps to insure that outstanding landmarks, such as the Union Station, are being included in a preservation program, utilizing the experience from the prototype studies.

(*c*) Initial work toward publication of the final report of the program as the authenticated, official list.

2. *Federal interests in the region.*—The interest of the Federal Government in the development of the National Capital region is apparent. It was stated by the 86th Congress in the Washington Metropolitan Region Development Act (74 Stat. 224). It also was the subject of a memorandum by President John F. Kennedy on November 27, 1962, to the executive agencies which set forth a number of development policies as guidelines for those agencies.

There is a need to further identify and define more precisely the nature of this interest. While it pertains to the basic character of the District and region which is the seat of the National Government, it also must be spelled out in terms of efficiency and conduct of each of the units of the Government and their requirements for physical facilities and an appropriate environment.

During fiscal year 1965, the Director's Office, the traffic engineer, and an open space planner will be pursuing this work in the areas of transportation planning and open space programing. The open space program, in particular, will be seeking further action programs and steps that may be undertaken in conjunction with the surrounding local jurisdictions to preserve open spaces required for the future to protect the character and environment of the National Capital region.

In fiscal year 1966, this activity will be intensified to develop a program with the executive agencies having major interests in the region. This activity will be carried out in close relationship with the Bureau of the Budget and the Special Assistant to the President for National Capital Affairs.

3. *Use of experts.*—Expert services will be required to carry out special studies in two categories:

(*a*) Studies of special elements of comprehensive planning requiring detailed pursuit and outside expertise; i.e., relationship of surrounding area to the Capitol Grounds and its needs (in cooperation with the Architect of the Capitol), waterfront development program, and other special design studies.

(*b*) Studies relating to continuing comprehensive planning program needs in data and analysis and effectuation techniques for the 1985 comprehensive plan.

The funds proposed for fiscal year 1966 are for nonrecurring activities.

4. *Implementation of the Pennsylvania Avenue plan.*—The report of the Council on Pennsylvania Avenue, recommending a plan for development of the area of Pennsylvania Avenue between the Capitol and the White House, has received a great deal of enthusiastic support from many sources.

On October 23, 1964, President Lyndon B. Johnson stated that the details may require modification and that the plan must remain flexible but that "I believe that it should be accepted as a worthy and challenging goal for our Nation's most important street, our Nation's ceremonial drive." He said further, "I was particularly impressed by the approval of the National Capital Planning Commission, which really has the major responsibility for the development of the city; by the Commission of Fine Arts; and by the District of Columbia Board of Commissioners. I have likewise been heartened by the enthusiastic response to the plan from so many national and local organizations concerned with the development of our Nation's Capital."

With respect to advancing the proposals of the plan, he stated, "Congress must, of course, be consulted, and must approve the concept of the plan. Meanwhile, however, I believe that we should undertake an immediate study of the best arrangements for implementing the plan and making whatever adjustments and modifications may be necessary."

Funds are requested to provide for the operation of a temporary Commission on Pennsylvania Avenue to serve on an interim basis, pending consideration by the Congress of means for achieving the ultimate improvements recommended.

Early acceptance of the concepts of the plan has caused the redesign of two major buildings to fit into the plan, the FBI Office Building and the Raleigh Hotel replacement. Other current private and public decisions and actions about projects in the area, await guidance from detailed plans and engineering controls which must be formulated.

Additional studies must be undertaken, and recommendation made on policies, administration, and necessary legislation to carry out the improvement of Pennsylvania Avenue. The organization and functions of the temporary Commission will be established by a Presidential Executive order.

The preliminary work program as the temporary Commission will include such activities as the following:

1. Economic and engineering feasibility sutdies:
   - (*a*) Traffic and circulation:
     - i. E Street;
     - ii. Pennsylvania Avenue widening;
     - iii. Platform between E Street and change of affected streets;
     - iv. Pennsylvania and Constitution Avenues intersection;
     - v. National Square;
     - vi. Other.
   - (*b*) Parking:
     - i. E Street;
     - ii. Underground sites.

2. Cost studies—by elements and subareas:
   (*a*) Estimated acquisition costs;
   (*b*) Allocation of private and public construction;
   (*c*) Site development;
3. Program studies:
   (*a*) Identification of separable parts for development;
   (*b*) Development of phasing schedule, order of activity, timetables;
   (*c*) Analysis of private and public actions that can be programed without special action.
4. Impact considerations:
   (*a*) Relocation implications, especially small business;
   (*b*) Influence on environs (particularly north of E Street);
   (*c*) Effect on community tax base.
5. Development of administrative proposals.
6. Development of proposed legislation.

Provision is made in the budget for necessary personnel and contractors, printing of reports, travel expenses of the members of the Commission and staff, rental of office space, and office supplies.

G. Publications

Funds will be required for the publication of a series of reports following up the 1985 comprehensive plan, and to carry out the work described under the Comprehensive Planning Division.

A periodic statement of planning accomplishment also is sought to report to the many organizations interested in the work of the Commission and to make the recommendations of the Commission more effective. This also will be used to report achievements of proposals contained in the 1985 comprehensive plan as well as the year 2000 policies plan.

III. URBAN RENEWAL CONTRACTING

The Commission expects to continue to serve as a contractor for specific urban renewal studies for the District of Columbia and the Redevelopment Land Agency.

It is apparent that these services are provided at a cost which represents a saving to the urban renewal program because they are performed on a nonprofit basis. Supervision is provided by the Commission staff, and close coordination is achieved with other planning programs.

In fiscal year 1965, contract work is proceeding with the District of Columbia Office of Urban Renewal for the community renewal program study, and an agreement has been reached with the Redevelopment Land Agency to undertake an urban renewal study of the Anacostia-Bolling area.

NATIONAL CAPITAL REGIONAL PLANNING COUNCIL PROGRAM AND PERFORMANCE—FISCAL YEAR 1966 BUDGET ESTIMATE

Organization of the Regional Planning Council

The National Capital Regional Planning Council was established by the National Capital Planning Act of 1952. Its membership consists of 10 representatives of planning agencies and local governing bodies in the National Capital region as defined in that act: 2 from the District of Columbia; 4 from the Maryland counties of Montgomery and Prince Georges; and 4 from the Virginia counties of Arlington, Fairfax, Loudon, and Prince William, as well as the cities of Alexandria, Fairfax, and Falls Church. The region comprises almost 2,400 square miles and has a present population of more than 2.3 million.

Under the law, the Regional Planning Council's primary responsibilities are to assemble and maintain a general plan for the development of the region and to reconcile the land-use requirements of the Federal installations beyond the District boundaries with the land-use requirements of each locality. Therefore, the Regional Planning Council's function is primarily that of a coordinator and catalyst serving as a central intelligence operation and clearinghouse on all planning and development matters having regional significance.

Relationships with other agencies in the National Capital region

To accomplish its purposes, the Regional Planning Council works primarily with and through the National Capital Planning Commission, the Maryland-National Capital Park and Planning Commission, the Northern Virginia

Regional Planning and Economic Development Commission, and the various local planning agencies in the National Capital region, as well as various special operating agencies or study groups that have regionwide responsibilities. To date, the latter have included the National Capital Transportation Agency, the Washington Metropolitan Area Transportation Study, the Health and Welfare Council of the National Capital Area, and the Washington Center for Metropolitan Studies, as well as various ad hoc study groups established by Congress, by Federal agencies, or at the State or local level. It also works in close liaison with the various governing bodies of the region.

RPC responsibilities

The act provides that the National Capital Planning Commission shall provide such technical and clerical assistance and such other services and facilities as may be necessary for the performance of the Regional Planning Council's functions. The Regional Planning Council may also accept such assistance as may be made available by any State or local governmental authority having jurisdiction in the National Capital region. To date, this has been confined to intermittent staff assistance—no cash has been made available to RPC from any non-Federal source.

During the first several years of the Regional Planning Council's existence, only a limited staff could be supported by the budget of the National Capital Planning Commission, considering the vast scale of metropolitan growth problems in this region. However, this staff was expanded during the preparation of the 1959 mass transportation study and the year 2000 policies plan.

Last year the Council approved an internal staff reorganization, which would include the following functional planning divisions:

(*a*) Advance Comprehensive Planning Division: Prepare updated comprehensive plan on basis of year 2000 policies plan and subregional programs.

(*b*) Current Planning Division: Develop regional coordination via review and liaison with Federal, District of Columbia, and local jurisdictions and their official planning agencies; maintain Federal sites file; aid development of regional goals and conduct miscellaneous studies.

(*c*) Regional Transportation Planning Division: Work toward, and assist other agencies in the development of an overall balanced highway and transit system, acceptable by the various political bodies, and assist in the establishment and maintenance of a continuing comprehensive regional transportation process as prescribed in the Federal Aid Highway Act of 1962.

(*d*) Regional Research Division: Assemble and maintain up-to-date information, statistics, and related projections on land use, economics, housing, population, etc., and disseminate same.

The statutory responsibilities of the Council fall into three general categories:

1. The preparation and maintenance of a general development plan for the region.

2. The initial review of proposed Federal installations which are to be located beyond the District of Columbia's boundaries; and

3. The coordination of the planning efforts and proposals of the official local and subregional planning agencies, and the various special purpose agencies, to insure the conformance of all to the general development plan.

The Washington metropolitan area now finds itself to be the fastest growing metropolitan area in the United States. Additional new jobs mean more people who require new houses, schools, transportation systems, utilities, commercial establishments, cultural institutions, etc. All must be logically anticipated—planned for—or chaos will result. While the Regional Planning Council's responsibilities do not include the finite and detailed input required by the local jurisdiction's planning offices, its work is, nevertheless, increasing with each passing year. However, the budget and staff resources at its disposal remain the smallest of any overall metropolitan program among the agencies in the country serving areas of comparable size. A February 1964 survey by the American Society of Planning Officials reveals that planning agencies serving regions having a population of 1 million and over, average 26.3 cents per capita; the Regional Planning Council is currently operating on approximately 4 cents per capita.

During the past 2 years the Council has worked to develop the background studies necessary for the creation and adoption of an up-to-date general development plan. These included the demographic and economic analyses of the region; the updating of a master transportation system as expressed in the 1959 mass transportation study; the evaluation of the jurisdictions' financial capabilities singularly and collectively; the exchange of information and planning data

through the publication of a semimonthly bulletin; the personal liaison with local governments and their various agencies; the liaison with various regional and/or interstate agencies and groups; the continued review of local plans and those of special purpose agencies; and the review of new Federal facilities—all in the light of, and relation to, the year 2000 policies plan. In addition to the official planning activities, other day-to-day administrative requirements amplify the responsibilities of the Council staff.

Long-range program objectives

1. To adopt and maintain a series of development policies for the National Capital region, based on the response of the several local governments to the year 2000 policies plan, and recognized as the regional development polices of all public agencies operating in the region.

2. To identify sound regional development goals which are acceptable to the Federal, District, and local governments and their planning agencies, and, so far as is possible, to keep the general public informed on the rationale used in making regional decisions.

3. To publish, adopt, and maintain the regional plan for 1980, embracing the current 1980 plans of all of the constituent jurisdictions for those fields in which the closest coordination of physical planning is necessary, including at least the following:

(*a*) Projected growth of total population in the region, with a breakdown of the estimates by age, sex, race, income, and number employed.

(*b*) General land-use plan for the entire region.

(*c*) The regional system of transportation arteries, primarily freeways and rapid transit lines.

(*d*) The trunk systems of the public utilities in the region, with initial emphasis on the sewer system.

4. To develop, adopt, publish, and promote regional action programs for those operations in which initiative by the regional planning agency is particularly needed in order to realize the year 2000 development policies, including, but not limited to, the following:

(*a*) Reservation of sites for future Federal employment centers—maintain file on potential future sites available throughout the entire region.

(*b*) Reservation of open spaces for the benefit of the residents of the region.

(*c*) Recommendations aimed at the alleviation of housing shortages for various segments of the metropolitan population.

(*d*) Alleviation of financial bottlenecks that might restrict the important capital investments in the regional plan for 1980.

(*e*) Promotion of the original development of a prototype suburban community in conformance to the corridor scheme of the year 2000 policies plan.

Program for fiscal 1966

1. *General development plan preparation.*—By June 30, 1965, the Comprehensive Planning Division will have completed a preliminary general development plan. This preliminary plan inventories and assesses all the master plans and studies of the region's local jurisdictions and special-purpose agencies for the 1980 distribution of land use, transportation and community facilities, and the economic and population data and urban planning standards necessary to carry out these plans. All local plans, data, and standards are then tested and adjusted to develop a sound framework composed into a unified regional plan. For fiscal year 1965–66, the Comprehensive Planning Division will study and develop detailed recommendations for those regionwide subject areas and predominant planning issues evolving from the previous fiscal year's inventory and assessment of local information and plans. Examples of such studies will include a regionwide economic base study, residential land use study, a plan for orderly location of the Federal Establishment in the region, a commercial land use study, a sewerage and water resources study. These subject areas will be studied in great detail by the Division in close liaison with the Council's cooperating agencies. Detailed changes to the preliminary general development plan will then be recommended by the Division to the Council. When adopted by the Council, a plan of action implementing these changes will be prepared—also in close cooperation with the Council's member agencies. After several subject area studies and recommendations have revised the preliminary regional plan, the Division will recommend to the Council that the general development plan then be made official.

2. *Action programs.*—Work will continue on an action program for the selection and acquisition of open space within the National Capital region. Following the recent adoption by both the National Capital Planning Commission and the Regional Planning Council of a "General Procedure for the Selection of Sites for New Federal Facilities in the National Capital Region," the staff of the Regional Planning Council has established a current inventory of available sites. The staff of the Council will, furthermore, maintain sufficient information on the planned highway and transit routes and construction programs, the growth of other Federal facilities planned in the area, and the pattern of growth of residential areas within the region to allow the intelligent comparison and selection of sites to be made.

The Regional Parking Committee will attempt to implement the recommendations of the fringe parking study to be completed during fiscal year 1965. The proposed lots will be located in conjunction with existing and proposed main thoroughfares and transit facilities and developed to the maximum extent, via private means. All recommendations will be coordinated with the general development plan recommendations.

3. *Planning research.*—The Regional Research Division will support the assignments of the Advanced, Current, and the Transportation Planning Divisions by utilizing specialized skills and techniques of regional science. These techniques, which include very disciplined and closely correlated use of regional development and locational economics, sociology, political science, and geography, are applied through research methods to all regional planning studies. Application of these research techniques will very greatly increase the validity and rationale of the general development plan in terms of land use and transportation location and economic development and projections. Planning research scheduled for fiscal year 1966 includes application of regional scientific techniques to both scheduled phases of development of the general development plan; responsibility for coordinating regional research aspects of subregional and local governmental planning agencies; responsibility for gathering, sorting, and analyzing statistical information of use for the Council; and coordinating and evaluating comparability of statistical data with local and subregional agencies.

4. *Review and coordination.*—During fiscal year 1965 the entire Regional Planning Council staff continued its efforts to maintain liaison with other subregional and local planning agencies in the National Capital region, as well as with the various units of local government by attending their meetings, and providing advice and assistance where possible. In its capacity as creator and proponent of the general development plan and as the designated agency responsible for the coordination of all physical planning in the National Capital region, the Council will continue this important custodial role of maintaining liaison with all current local planning operations.

National Capital Planning Commission

Justification for increases

1. Personnel

The Commission believes that it is not performing its responsibilities adequately at the present time due to an insufficient number of staff personnel. A higher level of funding is required to permit carrying out a desirable planning program for the District of Columbia and the Federal interests in the National Capital region. The present rate of growth and change in the metropolitan area is unprecedented. Also, with the completion of the 1985 comprehensive plan, an improved program of review and coordination will become essential as well as possible.

A. *Planning for the District of Columbia.*—Two additional professional planners and a secretary will be required to work with the District of Columbia departments and programs on applying proposals of the 1985 comprehensive plan. Work will emphasize use of the Capital improvement program, decisions on location and design of public facilities, and application land use control powers in order to achieve objectives of the plan.

B. *Comprehensive planning.*—Two additional professionals are required to advance the long-range comprehensive planning program. One specialist in the field of public finance will be needed to correlate long-term physical development proposals with the fiscal capacity of the District and related Federal programs. This work will be in the area of 10 to 40 years in the future as the 1985 comprehensive plan and the year 2000 policies plan are updated on a continuing basis. A design illustrator is needed to prepare exhibits for use in presenting the 1985

comprehensive plan to other Government agencies and to citizen organizations, and to develop explanatory materials to be used in working with citizen groups in the neighborhood planning programs.

C. *Project design and review.*—Two additional professionals are required to maintain the project review function and to advance master planning for nonmilitary Federal installations in the National Capital region. Particular emphasis will be given to speeding up work on the Federal site inventory program, as well as the development of preliminary proposals for master plans for all sites. Initial proposals for a program of future land acquisition for Federal employment centers in the region will be developed as a result of the foregoing studies.

D. *Research analysis.*—One additional professional, a technical assistant, and a secretary will be required to establish a satisfactory research analysis activity for the Commission. Primary attention will be given to analysis of the economic and social effects of the rapid changes occurring within the District of Columbia and the potential implication of the Commission's recommended plans. Development and maintenance of a satisfactory source of planning data will be undertaken.

E. *Program direction.*—Two additional positions are needed to improve overall program, technical direction and coordination, to assist the Chairman and other public members of the Commission, to assist in programs involving the Federal interest in the region, and to permit reporting on planning progress as appropriate.

A professional position is required to provide daily assistance to the Chairman in the performance of her duties and to assist the other public members of the Commission. This will include assistance in preparation of material for meetings, handling of correspondence, and special liaison activities. A considerable amount of time is spent on Commission activities by the Chairman and other public members, but minimum staff assistance cannot be provided at present. This position also will entail duties of programing the workflow on technical work projects within the Director's office to assist in the continued improvement in the efficient and effective use of the professional staff. Further duties will be assigned to assist in further development of programs involving the Federal interest in the region. Liaison with the Bureau of the Budget and executive agencies with special interests and requirements within the region will be paramount.

A professional writer is required to prepare formal publications and reports of the Commission. The first requirement is for transmission of Commission recommendations to Members of the Congress and Government agencies for their information and consideration. Since many Commission recommendations also affect or involve private decisions, such reports must be made available to private citizens. It is vital that progress on the achievement of Commission recommendations on long-range plans also be reported.

2. Landmarks program

This program is vitally needed to develop methods and procedures for conserving historic and architectural landmarks in the District of Columbia during this era of great change and development. Funds are requested for the first of a 2-year nonrecurring program. During the first year, the program will consist of approximately 12 case studies of particularly significant landmarks leading to specific proposals for their preservation. These studies will assess legal, planning, architectural, and financial aspects of this protection for individual structures and sites. Also, necessary research will be conducted into the origins and history of use of the structures and site to establish their authenticity for consideration for inclusion in the official listing.

3. Overhead and administration

Overhead requirements to support the foregoing requests include provision for additional office space, furniture, office equipment and machines, and related telephone, communication, and transportation costs.

Space (at current rental figure) at $900 per person [1]	$13,500
Furniture, office equipment, and machines	2,790
Office supplies	2,000
Telephone and communication costs	500
Travel and transportation expenses	2,000
Total	20,790

[1] 2,250 square feet at $6 per square foot.

4. Conversion of payroll preparation to ADP

It is proposed to convert the preparation of the payroll from the present manual (comprehensive) system to a more modern and efficient automatic data processing system. This would be contracted to the General Services Administration, which has quoted a price to the Commission of $2,000 annually, on a reimbursable basis. This would enable handling the increased workload of a larger staff without the hiring of an additional clerk. Time and leave record maintenance would be retained in this office, along with the processing of data for transfer to the computer. The time saved and efficiency gained will relieve part of the time of one clerk to assist on other expanding administrative functions.

5. Research and publication programs

These nonrecurring funds are required to carry out necessary research studies under contract to specialists and to prepare special publications as part of the program to make immediate application of the recommendations of the 1985 comprehensive plan. Research work will concentrate on housing-market and land-value studies and development of data collection systems. Publications will be designed to apply District-wide 1985 comprehensive plan proposals to neighborhoods and planning districts.

6. Remapping and rezoning studies

Following the adoption of the 1985 comprehensive plan, it will be necessary to develop an appropriate system of base maps for use by the Planning Commission on both a District-wide scale and for smaller planning area studies. Where possible such work will be jointly financed by other user agencies. However, it should be recognized that at the present time the system of base maps is very inadequate for detailed planning purposes. Studies of the District zoning regulations also will be undertaken under contract to develop suitable modifications to existing land use controls. These activities will be nonrecurring.

7. Pennsylvania Avenue plan

Interim activities are required in connection with the Pennsylvania Avenue plan pending necessary legislation to establish an organization and provide funding for its operation. It is proposed to fund a temporary commission to permit necessary feasibility and impact studies to proceed, to develop administrative and legislative proposals, and to provide guidance to immediate private and public actions scheduled to take place in the area.

Expenses for the temporary commission will include travel expenses for members of the commission and staff, salary for necessary personnel, and office expenses.

National Capital Regional Planning Council

Justification for increases

The official general development plan of 1956, essentially unrevised since its adoption, is obsolete and needs complete revision because of a change in basic plan philosophy brought about by endorsement of some of the provisions of the year 2000 policies plan by the President and because of many revisions and new plans prepared by almost all of the local governments through their planning agencies. Newer local comprehensive plans, thus, are without the framework of an effective general development plan of 1956, much to the detriment of the logical and orderly growth of the National Capital region in view of the impending impact of the proposed NCTA transit development program, the regional park and highway programs, the proposed NCPC 1985 plan, as well as plans of the Maryland-National Capital Park and Planning Commission, and the Northern Virginia Regional Planning and Economic Development Commission. Therefore, a program of revision and updating of the general development plan is in process, and it is hoped that the basic plan can be completed in fiscal year 1966. However, to produce a minimally acceptable plan within the legislative authority of the Council and to carry on the Council's coordinating and intelligence functions require funds for publications, and experts and consultants.

1. *Publications, $2,500.*—The Council's activities in the preparation of research and planning data and reports and the publication and promulgation of same has been steadily increasing. Examples of reports of this nature during the preceding 18 months, include the "1960 Census Facts" report, the "Community Centers" report of/for the year 2000 policies plan, "Local Government

Finances in the National Capital Region" report, "Public Open-Space Programs and Activities" report for the joint open space project, the 1963 Annual Report of the Regional Planning Council, and "1980 Population, National Capital Region" (Clapp report).

It is anticipated that the level of activity in research, report writing, and promulgation will continue, and it is for this reason that this amount of funds is sought. For example, a major cost item will be the publication of the preliminary general development plan for the 1980 distribution of land use, transportation, and community facilities. This plan will include a number of multicolor maps and plans of the National Capital region, and will contain supporting text heavily illustrated with tables, charts, graphs, diagrams, and photographs. The text will present economic and population data and urban planning standards necessary to carry out these plans. The report will serve as a channel, permitting comment and revision of the plan prior to scheduled official adoption by the Council in the following fiscal year. The readers reviewing the report will be composed of the region's many active but broadly diversified land and transportation planning interests, businessmen's associations, civic groups, local governmental elected and appointed bodies, and technicians.

A 15–20-page summary of the plan for general public distribution and a detailed report of 150–200 pages will be published.

Present publishing experience of the Council requires publication of about 500–1,000 copies of each of the publications.

2. *Experts and consultants, $2,500.*—In seeking to carry out the Council's broad area of responsibility as established by Public Law 592, 82d Congress, it has been necessary to supplement staff resources with special assistance, from time to time, of experts and consultants, particularly in 1966 when the complete updating of the general development plan is expected to be carried out. For example, an urban land economics consultant will be contracted to advise the Council staff of complex local real estate and business markets, conditions, and influences throughout the region to be considered in preparing plans and action programs. In addition, if available funds permit, the Council hopes to develop a program of computerizing all planning data of the region on a comparable basis, relative to developing an overall system and service of providing current data to as many users as is necessary. A portion of this allocation will be used to prepare a program prospectus, including cost estimates, toward attaining this goal. This effort will utilize the comparable data system being developed currently by the Metropolitan Washington Council of Governments in its management information program, except that additional data beyond land-use and housing information may be included. The Council should prepare for continual data and information exchange to facilitate the many regional programs requiring such assistance, as well as provide for its own needs.

LAND ACQUISITION, NATIONAL CAPITAL PARK, PARKWAY, AND PLAYGROUND SYSTEM

No funds are being requested in fiscal year 1966 for this appropriation. A record of unobligated balances as of December 31, 1964, follows:

George Washington Memorial Parkway:	
Arlington County, Va	$844
Fairfax County, Va	500
Montgomery County, Md	100,700
Subtotal	102,044
Maryland Streams Valley Parks	12,345
Park, parkway, and playground system in the District of Columbia	875,548
Total unobligated balance	989,937

EXPLANATION OF BALANCES

George Washington Memorial Parkway

Arlington County, Va.—This amount represents the balance of funds appropriated for the parkway and allotted to Arlington County but unmatched by the local jurisdiction. Unless required to meet deficiency awards in pending condemnation cases and matched by the local jurisdiction or reallotted, these funds will be returned to the Treasury.

Fairfax County, Va.—This amount represents the balance of funds appropriated for the parkway and allotted to Fairfax County but unmatched by the local jurisdiction. Unless required to meet deficiency awards in pending condemnation cases and matched by the local jurisdiction or reallotted, these funds will be returned to the Treasury.

Montgomery County, Md.—$100,000 of this amount was appropriated in the Department of the Interior and Related Agencies Appropriation Act, 1963, for the acquisition of portions of the D.C. Transit Co. Cabin John right-of-way and several other properties necessary for the connection of the GWMP with the Little Falls Branch Parkway. It is anticipated that an agreement with the Maryland-National Capital Park and Planning Commission, providing for the matching of this amount, will be executed, and the amount obligated, during fiscal year 1965.

Maryland stream valley parks.—This amount represents the balance of funds appropriated under section 1(b) of the Capper-Cramton Act and not covered by agreements with the Maryland-National Capital Park and Planning Commission.

Park, parkway and playground system in the District of Columbia.—The $16 million authorized to be appropriated under section 4 of the Capper-Cramton Act has heretofore been appropriated and the unobligated balance has been programed for expenditure by the Commission. The projects for which substantial amounts are unobligated are as follows:

1. Palisades Park: $135,000 is available for obligation for acquisition of the remaining properties comprising this project. It is anticipated that a substantial portion of this amount will be obligated in fiscal year 1965.

2. Western Recreation Center: $375,000 has been allotted for this project. Negotiations for the acquisition of a site at 39th Street and Reservoir Road, NW., on a part of the Archbold estate, have been underway for several years without success. At its meetings on July 19, 1962, and September 13, 1962, the Commission approved an alternate location on another part of the Archbold estate adjacent to the Whitehaven Parkway and authorized negotiations for the establishment of a precise alternate site and acquisition of the alternate site. It is not possible to estimate when such negotiations will be concluded and all or a substantial part of this amount will be obligated.

3. Addition to park, square S–104: $200,000 has been allotted as the Commissions share in the acquisition of the lands remaining in private ownership in square S–104. To date the Commission and the District of Columbia government have acquired, for park purposes or in connection with the E Street expressway, all of the properties in square S–104 except lots 12, 13, 43, 44, 45, and 815, the estimated acquisition cost of which is $1 million. It is anticipated that the $200,000 will be obligated and transferred to the District of Columbia government in fiscal year 1965 or fiscal year 1966 for the joint acquisition of the properties remaining in private ownership.

LAND ACQUISITION, JOHN F. KENNEDY CENTER FOR THE PERFORMING ARTS (SPECIAL APPROPRIATION, FISCAL YEAR 1965 ONLY)

A sum of $2,175,000 was appropriated for fiscal year 1965 (including $175,000 available only for the purpose of making relocation payments), for acquisition of land for the site of the John F. Kennedy Center for the Performing Arts, as authorized by the John F. Kennedy Center Act (72 Stat. 1698), as amended.

Negotiations are underway for the acquisition of the properties within the site remaining in private ownership. In the event such negotiations are unsuccessful, it is anticipated that condemnation proceedings will be instituted early in calendar year 1965.

LAND AQUISITION, NATIONAL CAPITAL PARK, PARKWAY, AND PLAYGROUND SYSTEM (SPECIAL APPROPRIATION, FISCAL YEAR 1965 ONLY)

A sum of $550,000 was appropriated for fiscal year 1965 (including $50,000 available only for the purpose of making relocation payments), for lands to be acquired in square 10 in the District of Columbia to provide an appropriate parklike setting for the John F. Kennedy Center for the Performing Arts. The appropriation was made in accordance with section 2 of the act of June 6, 1924 (43 Stat. 463).

Negotiations are underway for the acquisition of the properties in square 10 remaining in private ownership. In the event such negotiations are unsuccessful, it is anticipated that condemnation proceedings will be instituted early in calendar year 1965.

BUDGET ESTIMATE, 1966

Senator BARTLETT. Will you please comment on your budget estimate for the coming year?

Mrs. ROWE. Yes. I am sorry that Mr. Stevens, Chairman of the Regional Council, is not here; he is detained in Annapolis.

If you have any questions on the Council's budget, Mr. Auerbach would be glad to answer them.

Senator BARTLETT. We will defer for a moment.

Mrs. ROWE. Most of our increase is for increased staff. I will ask Mr. Dutton to speak to that. I will highlight several elements of particular concern. As you know the public members, those appointed by the President on the commission, serve without pay. This is most appropriate but I can tell you it is a very time consuming job. When I was a member it took some time and it takes almost full time now that I am Chairman.

We are hoping very much to get an assistant who will assist the other public members and me, and this is one of the new posts that we have asked for in this year's budget.

Senator BARTLETT. You and the other members serve without any salary.

Mrs. ROWE. That's right, there are ex officio members and two congressional members; but the public members, those appointed by the President, have no salary. The out-of-town members have their travel expenses paid but they have no per diem.

Senator BARTLETT. No per diem.

Mrs. ROWE. No.

NEED FOR ADDITIONAL PERSONNEL

Senator BARTLETT. In this connection the present request you have made proposes an increase of 12 in the number of permanent positions for the fiscal year immediately ahead.

Will you please indicate what these positions are, briefly outlining the duties of the persons who will fill them, and of course explaining the need for them.

Mrs. ROWE. I think I will ask Mr. Dutton to follow through on the others.

Mr. DUTTON. Senator, I would like to preface a direct response by indicating first of all that the Planning Commission, of course, is serving a dual role being assigned by the Congress to serve as the municipal planning agency for the District of Columbia as well as being concerned with the Federal interests in both the District of Columbia and the surrounding National Capital region.

Although we refer to 67 square miles of land in the District, the region which has been considered by the Congress as appropriate for the environs of the National Capital totals 2,400 square miles.

It is in connection with this dual responsibility and the extreme shortage of space for new activities in the District that a great deal of our workload varies from that of other and more customary city planning operations throughout the country.

Our workload has been increasing at a steady rate for the last several years and at the present time it has been indicated by the Commission that they do not believe that they are discharging all of their responsibilities in a satisfactory manner.

PROFESSIONAL AND SUPPORTING PERSONNEL

Therefore, we have proposed an addition of 12 new positions, some professional and some supporting staff. A list of these appears on page 2 of our "Justification." I will run down the titles very quickly and then indicate as much detail as you would like as to what their duties would be.

We propose two professional planners and one secretary to work in the area of the District of Columbia government, planning and coordinating with the operating units of the District of Columbia government with respect to their Capital improvement programing, for advance budgeting, and the site selection and detailed development of the sites once the programs have been budgeted.

We propose to add two new positions in the comprehensive planning work team who are assigned the task of comprehensive planning on a long-range scale for the District for a 20-year period as well as working with the Regional Planning Council on 40-year projections of need for the region and the Federal interests involved in that.

We propose two additional people in the area of project design, and review to handle the very large workload which we do now get from Federal agencies and the District government, and with which the Commission performs varying levels of review, advice, and approval or disapproval or commentary depending on the particular nature of the statute created by the Congress under which that particular project is referred to us.

We propose one senior professional, one junior professional, and a secretary to work in the area of research analysis to enable us to keep better track of the changes that are occurring in the District so that the Government agencies can be better informed, and so we can inform our Commission more accurately on matters that are before them, and so that we can also provide the kind of public information customarily provided for private developers in the cities in other parts of the country.

We propose a senior professional person in the capacity that Mrs. Rowe has referred to as an aid to the public members of the Commission, and particularly the Chairman; and an additional professional person to assist us in the publications program so we can report more regularly to the Congress, to the District government officials, and to the public who have concern about the developments in the District.

PRESENT INEFFICIENT USE OF TECHNICAL STAFF

At the present time, we are doing most of our writing by using technical people and it is neither an efficient use of their time nor does it gain us a desirable product in terms of readable material.

Now I don't know whether this is the level of detail you would like.

GRADE AND SALARY RANGE

Senator BARTLETT. Cite a few salaries contemplated for these professional people.

Mr. DUTTON. The range, sir, is from GS–14 at the top level down to GS–9. The GS–14 positions call for a more qualified experienced person, $14,170 in the new pay scale; the middle position, GS–12, of

which there are three requested, is at the level of $10,250; and the GS–9, which is a beginning professional planner positions, and some other cases a level position for other professional contributions, $7,220.

In addition, of course, there is the 8 percent fringe benefits that are attached by various Federal programs.

DIFFICULTY IN RECRUITING PROFESSIONAL PERSONNEL

Senator BARTLETT. Are these professional people easy to come by or are they hard to find?

Mr. DUTTON. Sir, they are very difficult to come by. This is a shortage field, and as has been noted by President Johnson in his message to Congress on the cities, there are an insufficient number of trained people. We have been able to compete fairly successfully in the national market because of the interests that many professionals have in working for the National Capital City as well as the prestige which the Commission has developed, particularly over the last few years since the reorganization of the staff 5 or 6 years ago.

On the other hand, one of our difficulties now is that we hardly have time to go out and do a good job of recruiting because of the amount of work we have in the office all the time.

Another difficulty comes in the fact that we cannot recruit, of course, until we have a position established. It is normal to expect that we will have a lapse of time between when a position is authorized and we can advertise it and actually go out and recruit satisfactory personnel.

Senator BARTLETT. Thank you.

Mrs. Rowe, the committee understands that in furtherance of your mission you are prepared to and actually do achieve missions other than wielding a sledge hammer. For example, the papers the other day were filled with pictures and articles about your hike, but somewhere I noted that there was a bus in the background. My question is this: How much hiking was there and how much bus riding was there?

Mrs. ROWE. There was a great deal more bus riding than hiking. We started on a mountain crest at the beginning; it was not too long, but it was very steep. We did a fine climb up to get a good view of the Great Falls and palisades of the Potomac. It was worth the hike.

Senator BARTLETT. I am glad you feel that way; for myself I would not go hiking with Secretary Udall or Justice Douglas.

Mrs. ROWE. I think you are a wise man.

INVOLVEMENT OF COUNCIL WITH NATIONAL CAPITAL TRANSPORTATION AGENCY

Senator BARTLETT. Mrs. Rowe, I know that the National Capital Planning Commission is interested and perhaps involved with the National Capital Transportation Agency in connection with the transportation activities in this region.

Will you comment upon your role in this?

Mrs. ROWE. We have a statutory responsibility, Senator, in the planning of the thoroughfare system for the city and the area.

The Administrator of the NCTA sits as a member of the Planning Commission. I reviewed a little earlier in the testimony our historical interest in providing good mass transportation for the city. We

have had a fine working relationship with the NCTA over the years of its existence.

Like the NCTA we look forward to having a hole dug early so that we can get on with the rapid transit we feel the city and the area needs.

Senator BARTLETT. You do work in close coordination with the other agency then?

Mrs. ROWE. Yes.

Senator BARTLETT. One further comment about the hiking. When I read about it and saw those pictures, I thought that was part of your daily job for pay, which makes it all the more striking that you did it without salary at all, I think.

Mrs. ROWE. Well, I tell you I do it for love for this city, Senator. It is my hometown and I love it.

COORDINATION OF LANDMARKS PROGRAM WITH PROGRAM OF NATIONAL PARK SERVICE

Senator BARTLETT. Mrs. Rowe, I am interested in the landmarks program which you describe on page 44 of your justification statement indicating that this is a new program upon which you are about to embark.

Will you please contrast this with historical landmarks and buildings survey carried on by the National Park Service including work in the District of Columbia? Do you coordinate your work with that agency?

Mrs. ROWE. We do, indeed. The Park Service is represented on the Planning Commission—the Director of the Park Service serves as a member of the Planing Commission.

Their historic building survey is limited to national landmarks. We hope through a program here to have a more extensive program, not just limited to national landmarks.

The Planning Commission established a Joint Committee on Landmarks with the Commission on Fine Arts a year or so ago. This is again made up of volunteers who are giving their time. They are architects, historians, and writers. They have prepared a preliminary inventory of not only some of the buildings but places and parks in the city which the committee feels are worthy of preservation.

This list has to be refined and perhaps extended.

ANTICIPATED LEGISLATION TO PRESERVE LANDMARKS AND PREPARATORY PROGRAM

The Committee is hard at work also looking toward proposing legislation that would preserve the landmarks. At the moment there is nothing to preserve landmarks except public opinion.

They are also looking into ways of making case studies of certain buildings that might be preserved.

The picture behind us is of the glorious Union Station. It is not too gloriously kept these days and it is very extravagant for the railroads to maintain. This is a case in point.

If the Landmarks Committee could find a use for the station so that the great architecture could be preserved of this building, it would be very useful.

Senator BARTLETT. If this landmarks program which you urge should be adopted, will it require accompanying legislation?

Mrs. ROWE. No. This particular item would be in the further preparation of an inventory, publication of an inventory, and the work necessary to proposing legislation.

Mr. DUTTON. Senator, if I might add there, we anticipate that there are a number of different types of actions which might be taken by public bodies. Yesterday we had a presentation of a preliminary case study of how the Motion Picture Association house on the corner of 16th and I Streets NW. might be preserved, which in turn might call for a change in the District of Columbia zoning regulations.

In other words, it would not require a new law for a program of that kind but just good architecture and planning might be sufficient to save that building from its announced destruction.

COST OF PROPOSED PROGRAM

Senator BARTLETT. How much would this program cost next year?

Mrs. ROWE. A $50,000 item in the budget which we would expect to have again in the budget the following year but it is a nonrecurring item.

Senator BARTLETT. Nonrecurring?

Mrs. ROWE. Yes. It would just be in it for the 2 years.

Senator BARTLETT. It is not in for 1966?

Mrs. ROWE. It is in for 1966 and it would be again for 1967, but that is our anticipated length of time to do the work preliminary to the legislation.

Senator BARTLETT. $100,000 in all?

Mrs. ROWE. Yes.

Senator BARTLETT. If Union Station should be taken over, have the railroads indicated where they will go?

Mrs. ROWE. I believe that studies show that they could still use the lower levels of the Union Station for the rail traffic and have the station itself used for another purpose. This is all preliminary, there is nothing definite.

BUILDINGS AND SITES CLASSIFIED ACCORDING TO ARCHITECTURAL AND HISTORIC MERIT

Senator BARLETT. What is the interim list of buildings and sites to which you refer on page 45?

Mrs. ROWE. If I could ask Miss Small, who is the landmarks expert.

Senator BARTLETT. Yes.

Miss SMALL. The interim list consists of 293 buildings which have been studied by the Landmarks Committee, which was established by the Planning Commission and by the Fine Arts Commission.

These buildings are classified according to their architectural and historic merit. The first group, which is a rather short list, contains the buildings that we consider invaluable, they must be saved and Union Station is one of these.

The second category consists of about 100-some buildings which should be saved if possible.

The third group consists of the remainder which should be saved if practicable.

These designations establish priorities for preservation, which will require legislation. This is another principle difference between the national landmarks program and ours. The national program merely

identifies landmarks, the Planning Commission, through its program is seeking the means to preserve our National Capital landmarks.

Senator BARTLETT. When was Union Station built?

Miss SMALL. 1908.

EMPLOYMENT OF EXPERTS FOR SPECIAL PROBLEMS

Senator BARTLETT. Mrs. Rowe, on page 46 you indicate a need for funds for nonrecurring activities in connection with the use of experts.

How much are you proposing for this purpose?

Mrs. ROWE. May I ask Mr. Dutton to reply to that?

Senator BARTLETT. Of course.

Mr. DUTTON. Sir, would you repeat the question?

Senator BARTLETT. On page 46 you indicate a need for funds for nonrecurring activities in connection with the use of experts.

How much are you proposing for this purpose?

Mr. DUTTON. We are proposing a portion of an item shown as $30,000 for research and publication programs. Again as a nonrecurring amount, although we believe that research activities and publication programs should continue, this is proposed as a specific budget amount for one fiscal year.

Senator BARTLETT. Just what would happen on the proposed program?

Mr. DUTTON. Sir, we have some particularly complicated problems to deal with in the District of Columbia that we cannot expect our normal personnel to either have the expertise or special experience on, nor would it be efficient to add additional permanent personnel to the staff.

I refer, for example, to the work we hope to enter into soon with the Architect of the Capitol to relate the Capitol Grounds to the surrounding areas of the District. We have special problems involved in waterfront development that we would like to give further attention to.

It is to enable us to go out and seek the best qualified people in the country on these problems but only for a limited period of time to assist us in these special studies. The amount budgeted for experts, specifically, is $20,000.

ESTABLISHMENT OF INTERIM COMMISSION ON PENNSYLVANIA AVENUE PLANNING

Senator BARTLETT. Thank you.

With regard to the Pennsylvania Avenue plan, I judge from the justifications that before any of the planning can be implemented legislation will be required.

Can you tell the committee how far along the necessary legislation is in connection with its preparation? That is, what is the nature of the proposed legislation, what does it do?

Mrs. ROWE. I think I could reply better by saying that in the very near future we expect to have an Executive order establishing an interim Commission on Pennsylvania Avenue. This budget request reflects the money that would be needed for this interim group. That group will function until there is legislation.

The state of the legislation is very nebulous now. What the proposal would be for permanent authority for the avenue, I could not possibly answer. The President's Council which drafted the plan is

no longer in existence but Pennsylvania Avenue is still there. Problems of its development are still there, and there must be a carryover until there is legislation.

This is what the administration is proposing to set up an interim group on.

Senator BARTLETT. The facts have to be gathered before you can even begin to consider the preparation of legislation?

Mrs. ROWE. The plan itself must be reviewed and refined. It has not been accepted in toto and it is very important to do that. It is important to prepare the legislation; it is important that nothing develop on the avenue that would throw out the plan.

As you know, the FBI Building was redesigned to fit the Pennsylvania Avenue plan and a new private development there has also been redesigned to fit in with the general plan for the avenue.

NEW THOUGHT ON RECOMMENDATION OF ADVISORY COUNCIL

Mr. DUTTON. I might supplement that by saying the District of Columbia government has added that new thought will be given to the development of the Civic Center that was recommended by the recommendation of the Advisory Council. There are a number of things that are necessary to be done even to protect present construction and development prior to the determination of whether other legislation will be submitted to the Congress.

In connection with that interim activity to protect the recommendations of the plan and help proposed private and public developments in the area to conform to the plan, that would be the purpose for the funds requested to service the interim commission.

ADDITIONAL OFFICE SPACE REQUEST

Senator BARTLETT. You indicate, Mrs. Rowe, that the total budget necessary to accomplish work on the Pennsylvania Avenue plan is almost $89,000. I am interested in several facets of the budget for this plan. For instance, why is separate office space necessary since the activity will apparently be a part of the National Capital Planning Commission?

Mrs. ROWE. Senator, I might invite you up to our office. There is not a great deal of elbow room. We felt for an efficient operation, since the Planning Commission and Council were using space we now have, instead of putting people in on top of us we might have some space for their operation as well. Particularly, working with drafting tables and models requires a big area.

Senator BARTLETT. If I accept your invitation to visit your office, you will have to accept mine to visit my office. I was recently booted out of my own by my superior office staff and placed in a little tiny one. We are all short of space.

REQUEST FOR DIRECTOR APPOINTMENT

In the budget justification you show a Director who apparently will use this office space, but I see no clerical personnel assigned specifically to him.

Will you please comment on this?

Mrs. ROWE. Would you do that, Mr. Dutton?

Mr. DUTTON. Senator, the only determination that has been made at this stage with respect to the staffing service is that the Commission should have a Director, they should have a qualified experienced person who can service the Commission on direct technical studies and do the administration for the Commission.

Senator BARTLETT. Does this mean he has to be a good typist, too?

Mr. DUTTON. This sometimes happens, too, sir.

The remainder of the sum provided for experts, consultants, and contractors is principally personnel needs. While it is anticipated that many of the studies will do their work on a short-term time schedule and would be contract services, there would have to be provision for support in the Director's office.

CONTRACT ALLOCATION

Senator BARTLETT. What sort of contracts will you be entering into which will take a part of that $44,525 allocated for this purpose?

Mr. DUTTON. Sir, a whole host of questions come up in connection with the rebuilding of a city like this.

I am treading on unfamiliar ground when I suggest that the people in Alaska have had to face quite a new set of problems in light of the earthquake. I will make an analogy. When we deal with the changes involved in this area we run into very difficult engineering problems with respect to the provision of the underground circulation, not just of automobiles and vehicles and people but of all the services that make a city operate; water, sewage, gas, and so forth.

We also face some legal questions with respect to trying to bring about the form suggested for this area, the architectural design form. We will have some serious questions to resolve about guiding private developments. We have to have an understanding of the private market and the conditions under which the private market is operating in that area.

Those are just examples of some of the work we will have to do.

Senator BARTLETT. The analogy of Alaska is understood. Your land remains relatively stable except on Canal Road. In Alaska where it was stable it is sometimes under 100 feet of water now.

PROPER SETTING FOR INAUGURATION

Mr. DUTTON. I think the closest analogy we have to a deluge here is what happens at the time when the people of the country visit their National Capital City, and of course they do this in continuing droves during the summer tourist season and again every 4 years at the time of the inauguration, particularly at the time of the inauguration.

To provide a proper setting for this grand function of the country which is seen not only by the people here but people viewing from all over the world, it is hoped that Pennsylvania Avenue can be made into a worthy front street or main street for the Nation.

Senator BARTLETT. I heard you but my thoughts are still on Alaska. You reminded me that on March 27, 1964, at 5:37 p.m., Kodiak Island was somewhat bigger than Puerto Rico and at 5:38 p.m. it was somewhat smaller. It sank a little bit.

Mr. DUTTON. Sir, I believe Alaska is the only State in the Union which can give away that kind of land and remain the largest State.

Senator BARTLETT. Easily.

PRINTING AND TRAVEL EXPENSES

Why is it necessary, Mrs. Rowe, to have almost $23,000 for printing and travel expenses, particularly travel expenses? How much is allocated for the latter purpose?

Mrs. ROWE. Well, these again would be, sir, for experts serving on the Interim Commission without pay who would have to be brought to town for the meeting and they would not have any per diem but they would have the travel expenses.

Senator BARTLETT. You believe, then, you can recruit these experts to serve without pay?

Mrs. ROWE. Well, historically it has been true. Members of the Pennsylvania Avenue Council who prepared the plan, served in this way.

Senator BARTLETT. I understand.

PUBLICATIONS

On page 50 of your justification, you propose funds for publications of a series of reports following up the 1958 comprehensive plan. Is this money which you show as $30,000, a nonrecurring item?

Mr. DUTTON. Yes, sir; it is a nonrecurring budget although as indicated, we would hope that we can continue to inform the public of plan proposals and objectives for the District. The amount budgeted here is estimated for a particular fiscal period. The amount specifically for publications is $10,000.

NATIONAL CAPITAL REGIONAL PLANNING COUNCIL FUNDS SOURCE

Senator BARTLETT. Does the National Capital Regional Planning Council receive funds other than those included in this budget, and, if so, how much and from what source?

Mrs. ROWE. Mr. Auerbach who is the Acting Director, will answer.

Mr. AUERBACH. No, sir; the Council only receives its funds from the Federal Government for fiscal year 1966.

OFFICE EQUIPMENT

Senator BARTLETT. I know that you have an item in your budget for purchase of furniture, office equipment, and machines. What efforts do you carry on as a regular routine of securing such items from excess property stocks?

Mrs. ROWE. Mr. Dutton.

Mr. DUTTON. I might say, sir, we anticipate trying to get a maximum amount of this equipment from surplus. I would ask Mr. Pritchard to comment about our experience in previous years on that.

Senator BARTLETT. Fine.

Mr. PRITCHARD. Well, in the recent past we have not secured any great amount of surplus property. I have not seen any surplus property lists recently. We don't have a great need for additional equip-

ment at this time but if these additional positions are approved and it becomes necessary to secure additional equipment we will first, of course, look to the surplus list and try to find suitable equipment.

Quite frequently I believe that the material that appears on the surplus list is not always the best.

Senator BARTLETT. You do this as a routine matter, though?

BUDGETED COST OF OFFICE EQUIPMENT

Mr. PRITCHARD. Yes, sir.

Senator BARTLETT. How much is the budget item for these purposes?

Mr. PRITCHARD. You mean the routine year after year?

Senator BARTLETT. For the next year for furniture, office equipment, and machines.

Mr. PRITCHARD. $2,700 is requested for this purpose for the new employees in the budget.

I might mention the fact that we deal quite a bit with the Interior Department in securing surplus desks, office equipment, adding machines, and so on, from them.

A larger agency like that generally does have some material but it is also desirable in some respects to secure new material when possible. GSA furnishes us from time to time with lists of rebuilt furniture which we consider.

Mr. DUTTON. Sir, of course this is particularly to supply the needs of the new personnel that we are requesting. We would like to have tools for them to work with and places for them to sit if we do receive the positions.

Senator BARTLETT. Do you have any computers?

Mr. DUTTON. No, sir; we don't except in the desk type of machines. Of course all computing machines are coordinated through General Services. I cannot speak specifically to the procedures but any computing work we would be called upon to do would be done through the other agencies of the Government.

Senator BARTLETT. Thank you very much, Mrs. Rowe, and your associates.

At this point there will be placed in the record a statement prepared by Mr. Stevens.

(The statement referred to follows:)

STATEMENT OF WILLIAM J. STEVENS, CHAIRMAN, NATIONAL CAPITAL REGIONAL PLANNING COUNCIL

The National Capital Regional Planning Council's statutory responsibilities fall into three general categories: (1) The preparation and maintenance of a general development plan for the region; (2) the initial review of proposed Federal installations which are to be located beyond the District of Columbia's boundaries; and (3) the coordination of the planning efforts and proposals of the official local and subregional planning agencies, and the various special purpose agencies, to insure the conformance of all to the general development plan.

The Regional Planning Council's role, therefore, is one of a coordinator and catalyst serving as a central intelligence operation and clearinghouse on all planning and development matters having regional significance.

As it prepares for its 13th year of operation, the Council is faced with the realities of explosive growth. The broad responsibility of coordinating regional planning for the fastest growing area in the United States carries with it the overriding anticipation of and preparation for constant and rapid change.

Additional new jobs mean more people who require new houses, schools, transportation systems, utilities, commercial establishments, cultural institutions, and many other services. All these must be logically anticipated and planned for, or chaos will result.

While the Regional Planning Council's responsibilities do not include the finite and detailed input required by planning offices of the local jurisdictions in the region, its work is, nevertheless, increasing with each passing year.

However, the budget and staff resources at its disposal remain the smallest of any overall metropolitan program among the agencies in the country serving areas of comparable size.

A February 1964 survey by the American Society of Planning Officials reveals that planning agencies serving regions having a population of 1 million and over average 26.3 cents per capita: the Regional Planning Council is currently operating on approximately 4 cents per capita.

At the present time the Regional Planning Council has a total of eight staff members, including four professionals, one draftsman, two secretaries, and one statistical clerk.

Last year the Council approved an internal staff reorganization which includes the following planning divisions and their functions:

ADVANCE COMPREHENSIVE PLANNING DIVISION

Prepare undated comprehensive plan on basis of year 2000 policies plan and subregional programs.

CURRENT PLANNING DIVISION

Develop regional coordination via review and liaison with Federal, District of Columbia, and local jurisdictions and their official planning agencies; maintain Federal sites file; aid development or regional goals and conduct miscellaneous studies.

REGIONAL TRANSPORTATION PLANNING DIVISION

Work toward, and assist other agencies in the development of an overall balanced highway and transit system, acceptable by the various political bodies, and assist in the establishment and maintenance of a continuing comprehensive regional transportation process as prescribed in the Federal Aid Highway Act of 1962.

REGIONAL RESEARCH DIVISION

Assemble and maintain up-to-date information, statistics, and related projections on land use, economics, housing, population, and other data necessary for proper planning, and disseminate same.

To accomplish these and other purposes, the Regional Planning Council works primarily with and through the National Planning Commission, the Maryland-National Capital Park and Planning Commission, the Northern Virginia Regional Planning and Economic Development Commission, and the various local planning agencies in the National Capital region, as well as with various special operating agencies or study groups that have regionwide responsibilities. It also works in close liaison with the various local governing bodies of the region.

YEAR 2000 POLICIES PLAN

Our long-range program objectives as well as our program for fiscal year 1966 are outlined on pages 55 and 56 in the document which you have before you, but with your permission I would like to point out briefly that the official general development plan of 1956, essentially unrevised since its adoption, is obsolete and needs complete revision because of a change in basic plan philosophy brought about by endorsement of some of the provisions of the year 2000 policies plan by President Johnson and because of many revisions and new plans prepared by almost all of the local governments through their planning agencies.

Newer local comprehensive plans, thus, are within the framework of an effective general development plan of 1956, much to the detriment of the logical and orderly growth of the National Capital region.

I say this in view of the impending impact of the proposed NCTA transit development program, the regional park and highway programs, the proposed NCPC 1985 plan, as well as plans of the Maryland-National Capital Park and Planning Commission and the Northern Virginia Regional Planning and Economic Development Commission.

Therefore, a program of revision and updating of the general development plan is in process, and it is hoped that the basic plan can be completed in fiscal year 1966.

However, to produce a minimally acceptable plan within the legislative authority of the Council and to carry on the Council's coordinating and intelligence functions require funds for publications as well as the hiring of experts and consultants.

We are therefore asking a modest increase over fiscal year 1965 appropriations of $5,000—$2,500 for publications and $2,500 to permit us to supplement staff resources with assistance, from time to time, of outside experts and consultants.

A detailed explanation of these requests can be found on pages 62 and 63 in our proposals for fiscal year 1966.

The Regional Planning Council sincerely solicits your wholehearted cooperation and support in the approval of our 1966 fiscal year proposals—proposals which mark an important step toward improving the coordinated planning for the National Capital region and its 2.5 million citizens.

Naval Weapons Plant Declared Surplus

Senator Bartlett. We are very grateful for your appearing.

Mr. Dutton. We did bring one exhibit over here if we could direct your attention to it.

Senator Bartlett. Surely.

Mr. Dutton. This area is becoming surplus to the present use.

Senator Bartlett. Tell us about this.

Mr. Dutton. This is one of a number of important sites in the District which has been used by the Federal Government and the use is now outmoded, the Naval Weapons Plant at the old Navy Yard.

This is the entire Naval Weapons Plant area.

Senator Bartlett. How many acres?

(The information referred to follows:)

The entire Naval Weapons Plant area comprises 126.8 acres.

Proposed Use as Federal Employment Center

Mr. Dutton. A substantial portion of this property, the section being pointed out by me, has been declared surplus for Navy needs and turned over to the GSA. We have been directed by the Budget Bureau to determine the best use of this property for the benefit of the Government.

We have undertaken that study in conjunction with the Navy's portion of the future development that might take place on the remainder left to them.

At the present time we are proposing that in this area a Federal employment center housing some 34,000 people in the GSA area and 6,000 in the Navy area could be accommodated if there is a subway system serving directly into this area.

Senator Bartlett. Why do you predicate that on a subway system?

Mr. Dutton. If there is no subway access to it, the highways and roads serving the area and the space necessary to park the cars would eat up the remainder of the space.

Senator Bartlett. What kind of a Federal center?

Mr. Dutton. An employment center so that other Federal office buildings can be placed here on land already owned by the Federal Government and not require acquisition of private property.

There already are some uses in this area, particularly record centers and classified activities. This is a proposal which would allow buildings necessary for Defense Department needs or for other general needs. Of course the Commission does not make space allocation, it only works with the GSA on the amount of space and the number of employees that would be involved in that area.

Senator BARTLETT. Generally speaking, if that term may be used in that connection, what condition are the buildings in?

Mr. DUTTON. Generally very poor for reuse. The buildings have been studied by the General Services Administration to determine to what extent they can be reused.

Senator BARTLETT. Are some of the buildings very old?

Mrs. ROWE. Yes. Miss Small can tell you about the landmarks.

PRESERVATION OF LANDMARKS

Senator BARTLETT. You want some landmarks, do you?

Mr. DUTTON. There are three buildings here which have been converted and are being used by various agencies. The other buildings have generally been determined to be more expensive to remodel than to tear down and allow new construction to take place. Of course this is an old part of the area and an old part of the city which served this part of the Navy Yard function.

There are some landmarks here at the entrance that Miss Small could describe briefly to you.

Senator BARTLETT. Do so, please.

Miss SMALL. The Latrobe Gate has been slightly altered but it is the original gate that was built and designed by Latrobe in 1804, and the Tiergey House beyond it was also designed by Latrobe. We think they are very fine landmarks. The purpose of the design in this section, is to enhance the setting of those landmarks. The greenway along Eighth Street shown on the model connects the Navy Yard historic area with the Marine Barracks which is another fine old landmark.

Senator BARTLETT. Have any estimates been made about the cost of modernizing this complex?

Mr. DUTTON. There have been detailed calculations made by us, sir, to determine what buildings could be reused for Government purposes and they have been incorporated in our proposals. We have suggested the most efficient use of the remainder of the land. Except for very general figures of the cost per square foot of Government office buildings, we do not have a calculation on that yet.

Senator BARTLETT. It would be proposed to put up some new buildings?

Mr. DUTTON. Yes, a new complex here which would show a plaza concept, the main entrances to the buildings providing two levels of underground parking, taking advantage of the drop in topography.

Senator BARTLETT. I see. These are all new buildings?

Mr. DUTTON. Yes.

Mrs. ROWE. The present ones there, Senator Bartlett, are in many cases great sheds in which the Navy Yard carried on its function as a gun factory. There is also a marvelous place where the big artillery guns were made in the First World War.

USE OF DOCKS AS NAVAL MUSEUM

Senator BARTLETT. I have a question I would like to direct specifically to Miss Small.

Has any consideration been given, any thought directed toward the use of the docks as a naval museum?

Miss SMALL. Yes. The Navy Yard is maintaining a museum in a small building which is down at the waterfront. I think we would find that a very attractive extension of that museum onto the docking area. We are hopeful that the Navy will see it that way too.

Senator BARTLETT. You would want more than the one existing little old tiny building, a real museum space there.

Miss SMALL. Yes.

Mr. DUTTON. I might indicate that there has been a proposal as to the availability of maintaining that. This proposal does show the maintenance of the slips where you can see there is a vessel, there, and a continued identification of this with the Navy Yard function.

Senator BARTLETT. It is very interesting. Thank you very much.

Mr. DUTTON. There are a number of similar studies underway and this is part of our workload problem, a few acres in the 67 square miles.

Senator BARTLETT. This is intriguing.

Mrs. ROWE. Thank you, sir.

Senator BARTLETT. That will conclude the testimony of National Capital Planning Commission.

FRIDAY, MARCH 5, 1965.

FEDERAL DEVELOPMENT PLANNING COMMITTEES FOR ALASKA

STATEMENTS OF JOSEPH H. FITZGERALD, CHAIRMAN, FEDERAL FIELD COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA; ANDREW F. BRIMMER, CHAIRMAN (ALTERNATE), PRESIDENT'S REVIEW COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA; GEORGE B. GARDINER, JR., STAFF ASSISTANT; AND CHARLES H. ALEXANDER, DEPUTY BUDGET OFFICER, DEPARTMENT OF COMMERCE

1966 BUDGET ESTIMATE

Senator BARTLETT. Next we have the Federal Development Planning Committees for Alaska.

We have with us Assistant Secretary Brimmer, Department of Commerce; Mr. George B. Gardiner, Mr. Charles H. Alexander and Mr. Joseph H. Fitzgerald, who only the other day became Chairman of the Federal Field Committee for Development Planning in Alaska.

We are glad to have you all here.

Mr. Secretary, who of your group is to testify?

Mr. BRIMMER. Sir, we would like, if it is agreeable, to have Mr. Fitzgerald, who might be considered the principal witness, to testify and we would consider ourselves here to give him the support that is required.

Senator BARTLETT. All right. Fine.

Do you have a prepared statement, Mr. Fitzgerald?

Mr. FITZGERALD. I do, Mr. Chairman.

Senator BARTLETT. Do you want to read it or incorporate it as written in the record and give the highlights? I note that it is very short. Why don't you read it?

Mr. FITZGERALD. I will read it, Mr. Chairman.

Mr. Chairman, I am very pleased to appear before you this morning to explain the purpose for which the executive branch is requesting an appropriation of $200,000, for fiscal year 1966, in support of Federal Development Planning Committees for Alaska.

APPOINTMENT TO FEDERAL FIELD COMMITTEE FOR DEVELOPMENT PLANNING

As you know, President Johnson, on Friday, February 26, appointed me as Chairman of the Federal Field Committee for Development Planning in Alaska. For the information of the committee, I have attached to this statement a biographical outline.

I think that the general statement and justification of requirements which we have submitted gives your subcommittee a good general picture of the background and reasons for this request. I should like

to supplement that justification with some additional information which I think will be helpful to you.

I might say, Mr. Chairman, since this is the first time that we have appeared before this committee, that you may wish to incorporate in the record the general statement and justification of our budget.

Economic Development

First, I want to say that the experience with reconstruction that we, in Alaska, had as a result of the earthquake in March 1964 very clearly underlined the need to orient Federal programs toward economic development in the State.

Of equal importance, we found it essential to improvise administrative mechanisms to coalesce Federal, State, and local communities in the formulation and implementation of plans and programs; and that these plans and programs needed to be geared to long-range future requirements rather than simply recapitulating the past.

Second, the earthquake and its reconstruction aftermath also pointed up the need for two levels of planning: one at the Federal-State-local level in Alaska; and the second at the national level of resources exploration and evaluation in relation to estimated future national needs.

At the first level, we in Alaska need immediate practical programs to provide a good deal of economic activity at the community level.

At the second level, we need far greater Federal participation than we have had before in creating an inventory of Alaska's natural resources; in determining the economcis of their availability; and in relating Alaska's resources to the future raw material needs of the main group of United States.

This, in effect, means planning and operating, overtime, comprehensive resources, surveys and analyses, comparable to those which we undertake in foreign countries under the auspices of the Agency for International Development or the various United Nations specialized agencies.

In this connection I am thinking particularly of what we have done in South America.

It is through this approach—an approach which is possible only through the agency of the Federal Government—that a rationale can be systematically developed for determining the location, investment needs, and the magnitude of basic economic infrastructure requirements such as electric power, roads, port facilities, airports, communication systems, and the like.

Federal-State-Community Plans

The kind of Federal-State-community near-term plans and programs which we have in mind, will emphasize improvement in the viability of local economies. For example, construction costs are unusually high in Alaska in part because the industry depends upon the importation of cement, whose transportation and storage costs are considerable.

Our cooperative Federal-State-local planning venture should obviously look into the possibility of establishing a cement facility in the Anchorage area. Because of the Federal Government's construc-

tion requirements in the State, this provides a clear case for coordinated effort.

The past earthquake reconstruction effort highlighted the need for planning, modernization, and innovation in a number of fields. Port facilities, railroad termini, access roads—all had to be rebuilt and in many cases relocated, not only for safety's sake but to improve the past economic situation and pave the way for a more useful economic future.

ENVIRONMENTAL CONTROL

Innovation is essential for environment control in a subcontinent which is largely arctic and subarctic. For example, largely as a result of State planning with Federal agency technical advice, waste heat, from turbines run by natural gas, will be used to heat greenhouses which, in turn, will be used to grow vegetables locally which otherwise would need to be imported.

While this innovation largely resulted from State planning, Federal cooperation was necessary to its technical development. There are many other examples I could give the subcommittee of the way in which is in the interest of the State as well as the longrun national railroads, roads, were geared to present and future, rather than past, needs. The same holds true for nonemergency Federal programs in the State.

There is nothing grandiose about this notion; to me it is a commonsense administrative followthrough of the earthquake experience, which is in the interest of the State as well as the longrun national interest.

Thank you, Mr. Chairman.

Senator BARTLETT. Thank you, Mr. Fitzgerald.

Your biographical outline, which is attached to your prepared statement, will be made part of the record at this point.

(The biography referred to follows:)

JOSEPH HAROLD FITZGERALD

Vital statistics: Born: Los Angeles, Calif., March 20, 1909. Married to Ruth Milliken Fitzgerald. Children: Helen F. Cserr, Radcliffe Graduate School, Cambridge, Mass.; Jean F. Jackson, Chevy Case, Md.; Joseph K. Fitzgerald, Palo Alto, Calif.; Susan F. Othmer, Cornell University, Ithaca, N.Y.

Education:

B.A. in economics, University of Montana, 1931.
Rhodes scholar, Oxford University, 1932–1935.
B.A. jurisprudence, 1934, Oxford University.
Bachelor of common laws, 1935, Oxford University.

Business career:

Admitted to the Massachusetts bar, November 4, 1936.
Member of the Federal bar.
Practiced law in Boston, Mass., 1936–43.
Board of Economic Warfare and successor agencies, Washington, D.C., 1946–49.
Attorney, Civil Aeronautics Administration, first region, 1946–49.
Regional attorney, CAA, Anchorage, 1949–51.
Director of Alaska office, CAB, 1951–53.
Director, Bureau of Air Operations, CAB, Washington, D.C., 1953–58.
General manager of Ozark Air Lines, St. Louis, Mo., 1958–59.
President of Ozark Air Lines, 1959–63.
Consultant, Department of State, 1962–63.
Executive director, Alaska Public Service Commission, 1964 to February 28, 1965.
Coordinator, Alaska Reconstruction and Development Planning Commission, 1964 to February 28, 1965.

JUSTIFICATION

Senator BARTLETT. There will be placed in the record the justification for a budget estimate of $200,000, and proposed legislative language, for the Federal Development Planning Committees for Alaska.

(The justification referred to follows:)

JUSTIFICATION

"For necessary expenses of the Federal Development Planning Committees for Alaska, established by Executive order 11182 of October 2, 1964, including hire of passenger motor vehicles, services as authorized by section 15 of the act of August 2, 1946 (5 U.S.C. 55a), but at rates for individuals not to exceed $100 per diem, $200,000."

ANALYSIS OF PROGRAM REQUIREMENTS BY ACTIVITY AND OBJECT OF EXPENDITURE
FISCAL YEARS 1965 AND 1966

Program by activity

[Dollar amounts in thousands]

	Fiscal year 1965		Fiscal year 1966		Increase (+) or decrease (−), 1966 over 1965	
	Positions	Amount	Positions	Amount	Positions	Amount
Activity:						
Field Committee	5	$54	5	$132	----------	+$78
Review Committee	2	18	4	68	+2	+50
Total	7	72	9	200	+2	+128

Program by object of expenditure

[Dollar amounts in thousands]

	Fiscal year 1965		Fiscal year 1966		Increase (+) or decrease (−), 1966 over 1965	
	Positions	Amount	Positions	Amount	Positions	Amount
Object classification:						
Personnel compensation:						
Permanent positions	7	$36	9	$116	+2	+$80
Positions other than permanent	----------	4	----------	18	----------	+14
Other personnel compensation	----------	9	----------	17	----------	+8
Total personnel compensation	7	49	9	151	+2	+102
Personnel benefits	----------	3	----------	9	----------	+6
Travel and transportation of persons	----------	7	----------	21	----------	+14
Rent, communications, and utilities	----------	4	----------	9	----------	+5
Printing and reproduction	----------	1	----------	3	----------	+2
Services of other agencies	----------	1	----------	4	----------	+3
Supplies and materials	----------	----------	----------	1	----------	+1
Equipment	----------	7	----------	2	----------	−5
Total obligations	7	72	9	200	+2	+128

Analysis of staffing requirements, fiscal years 1965 and 1966

Position title	Grade	Fiscal year 1965		Fiscal year 1966		Increase (+) or decrease (−), 1966 over 1965	
		Positions	Annual salary	Positions	Annual salary	Positions	Annual salary
Field Committee:							
Chairman	GS-18	1	$24,500	1	$24,500	.....	.....
Staff assistant	GS-15	2	32,920	2	34,060	.....	+$1,140
Secretary	GS-7	1	6,050	1	6,250	.....	+200
Do	GS-5	1	5,000	1	5,165	.....	+165
Subtotal		5	68,470	5	69,975	.....	+1,505
Review Committee:							
Staff assistant	GS-15	1	16,460	1	17,030	.....	+570
Do	GS-14	.....	.....	1	14,170	+1	+14,170
Do	GS-13	.....	.....	1	12,075	+1	+12,075
Secretary	GS-7	1	6,050	1	6,250	.....	+200
Subtotal		2	22,510	4	49,525	+2	+27,015
Grand total		7	90,980	9	119,500	+2	+28,520

GENERAL STATEMENT

This appropriation request is submitted to implement the provisions of Executive Order No. 11182, dated October 2, 1964. This Executive order established two Federal Committees, one in Washington and one in Alaska, to coordinate Federal programs in the State, and to cooperate with State authorities in working out economic and resources development plans for Alaska.

Executive Order No. 11182 abolished the Federal Reconstruction and Planning Commission for Alaska which President Johnson established shortly after the earthquake disaster of March 27. Headed by Senator Clinton P. Anderson, this Commission successfully coordinated Federal reconstruction policies and, together with State authorities, helped administer the programing and expenditure of Federal emergency funds which were appropriated by the Congress, following the earthquake. In concluding the work of the Commission, Senator Anderson proposed the creation of development planning arrangements suitable for the longer term. The President concurred in this recommendation and Executive Order No. 11182 followed directly.

The Federal Field Committee, located in Alaska, will have a Chairman, as well as two public members, appointed by the President, and will further consist of designated field representatives of the following Federal departments and agencies: Departments of Defense, Interior, Agriculture, Commerce, Labor, Health, Education, and Welfare, the Housing and Home Finance Agency, Federal Aviation Agency, the Small Business Administration, and a representative of the Federal Power Commission.

The Field Committee is expected to be the principal instrumentality for developing coordinated plans for Federal programs which will contribute to economic and resources development in Alaska. It will also be the focal point for Federal executive branch cooperation with the State of Alaska's Development Planning Committee in preparing both short- and long-range programs and projects for Federal, State, or local agencies which will contribute to Alaska's economic development. This cooperative effort may involve working out a more efficient expenditure of funds under existing Federal, State, and local programs, and it may involve the preparation of legislative and other recommendations.

The Review Committee is expected to provide general direction and guidance to the Field Committee; to review plans and recommendations of the Field Committee and transmit them together with its own comments to the President and heads of interested Federal agencies.

The President's Review Committee for Development Planning in Alaska will be located in Washington and will consist of the heads of the departments and agencies represented on the Field Committee. The Review Committee will be chaired by the Secretary of Commerce, and will also have two public members appointed by the President. Alternates may be (and have been) designated, and the Review Committee is required to meet at least once a year.

In the interim—between meetings of the Review Committee—Washington staff support for the Field Committee operation will be needed continuously over a wide and diverse government front. The Review Committee staff will need to develop and interagency consensus and recommended comments for the annual or semiannual review function of the Review Committee, based on plans and programs submitted by the Field Committee and State Planning Committee.

There are special problems in the case of Alaska; its strategic location and importance; its size—as large as a subcontinent; its relatively small population; its problems of environment and its control; and its separation and distance from the main group of United States. All of this strongly suggests a cooperative division of labor among State, local, Federal, and Washington Federal authorities, bearing in mind the fact that economic progress within a region must be generated by the people within the region; it cannot be imposed.

For the near term, the Field Committee and staff, working with State staff representatives will prepare development plans designed to broaden the present base of the Alaskan economy. The principal objective will be to reach a higher degree of economic self-sufficiency within the State as soon as practicable. Efforts will be made to determine what potential industries could profitably be developed, what commercial enterprises are necessary and what agricultural programs are desirable. It is expected that as new industry is developed and established, transportation facilities and commercial services improved, and Federal and State programs planned to stimulate this growth, optimum benefits from Federal and State program expenditures can be realized. As the present level of economic activity is stimulated, a higher degree of self-sufficiency gained, and growth accelerated, the relatively high cost of living in Alaska should be progressively reduced.

After an initial inventory of existing Alaska development plans has been made, an effort will be made to determine what products are not now made in Alaska or not made in sufficient quantity to satisfy local needs. (By way of example, an inventory made by the Department of Commerce shows that out of 148 studies, involving 12 economic categories, there were 127 recommendations made in the period from 1937–64, of which only 19 actions have been finalized, 42 are now in the process of being "studied" further, and 66 have received no action.)

An industry promotion and development program will be prepared to satisfy essential local requirements. Special attention will be given to what incentives and facilities these industries would need and to how they could be provided.

Another subject of immediate concern to the Field Committee will be the Federal establishment activity in Alaska and whether it is contributing to Alaska's economic growth, and whether modifications of Federal policy or programs might improve the positive effect on the economy.

Longer range development planning inevitably involves an accurate assessment of Alaska's land resources in relation to growing American and free world requirements for these resources. It is in this area of data collection and analysis that the capabilities of the Federal Government, and the Washington staff, can be most advantageously brought to bear. Large areas of Alaska remain relatively unknown and unexplored. Only about a third of Alaska has been covered in any detail by the Geological Survey and Bureau of Mines. In 1959 more than half of Alaska was totally unmapped geologically and much of the prior mapping was only of a reconnaissance nature. Modern techniques of photogrammetry and geophysical reconnaissance have not been used in any broad and systematic course of recourses exploration and identification in Alaska. No one knows what the State's mineral resources potential may be. New or growing needs, plus new technology may make even known low-grade deposits economically workable.

Much more quantitative and qualitative information is needed about farm, range, forest, and recreational lands in Alaska. In short, what is needed is a basic authoritative inventory of resources to provide essential guidelines for long-range development plans and requirements. This need can be satisfied only by a coordinated State-Federal effort in the State and here in Washington. A great deal of the impetus for, and followthrough of, the basic resources data collection and analysis activity will need to be developed and coordinated within the executive branch.

JUSTIFICATION OF REQUIREMENTS

Budgetary requirements for fiscal year 1965 amounting to $72,000, are being covered by the unobligated balance of funds appropriated for the "Federal Reconstruction and Development Planning Commission for Alaska," previously established by Executive Order No. 11150. On October 2, 1964, the President act-

ing on the joint recommendations of Senator Clinton P. Anderson, chairman of the above committee and the Director of Bureau of the Budget issued Executive Order No. 11182 which terminated the old committee and established Federal Development Planning Committees for Alaska to advance long-range progress of the State. Pursuant to this action, the Bureau of the Budget issued a letter of determination allocating $72,000 of the balance of funds appropriated for Reconstruction and Development Committees to initiate operations of the Planning Committees in fiscal year 1965.

Requirements for fiscal year 1966 amounting to $200,000 reflect the cost of two (2) additional positions over 1965 and provide for a continuation of the 1965 rate of expense on a full-year basis in fiscal year 1966.

A detailed explanation of requirements by object classification follows:

	1965	1966	Increase (+) or decrease (−), 1966 over 1965
Personnel compensation	$49,100	$151,100	+$102,000

The estimate for 1966 totaling $151,100 covers basic compensation for nine permanent positions, $116,000; postdifferential allowances for five employees of the Field Committee to be located in Alaska, $17,400; compensation of public members to be assigned to each Committee under the provisions of Executive Order No. 11182, $2,700; and compensation for other consultants needed by either Committee for specialized problems, $15,000.

The increase of $102,000 requested for 1966 covers the cost of two additional or a total of four permanent positions for the Review Committee, $222,700; provides for carrying the positions established in 1965 on a full-year basis in 1966, $66,100; and for additional expenses of public members and other consultants on an annual basis $13,200.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Personnel benefits	$2,800	$9,200	+$6,400

This category of expense includes the Federal Government's share of contribution to the civil service retirement fund, group life insurance, health benefits, etc., which are required by law to be paid from appropriations which are charged with the payments of wages to employees.

Estimates in both years are based on the salary requirements reflected under the personnel compensation category and amount to approximately 7.5 percent of the cost of permanent positions.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Travel	$7,000	$21,200	+$14,200

The estimate for 1966 allows $12,500 for the transportation and per diem expenses of the chairman of the field committee and his professional staff assistants for round trips to Washington, D.C., to confer with members of the review committee and other Goverment officials and for travel throughout the State of Alaska required to further program objectives. Provision is also made for the travel expenses of professional staff assistants assigned to the review committee ($2,000) for the expenses of public members and other consultants ($6,700).

The increase requested for fiscal year 1966 is to place the program on a full-year basis of operation.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Rent, communications, and utilities	$3,800	$9,000	+$5,200

The estimates include the cost of various communication facilities such as telephone, teletype, postage, etc., as well as the cost of renting commercial office space in Alaska on the assumption that the General Services Administration will not have available space.

The increase relates to placing the program on a full-year basis of operation.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Printing	$900	$3,000	+$2,100

The estimate covers the expenses of reproducing reports and informational and administrative material required to support program operations.

The increase for 1966 is to place the program on a full-year basis of operation.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Service of other agencies	$1,100	$3,600	+$2,500

The estimates cover the cost of administrative program support such as accounting, personnel, budgetary services, etc., that will be provided by the Department of Commerce on a reimbursable basis and amounts to approximately 2 percent of the total dollar program level.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Supplies and materials	$300	$900	+$600

The estimates provide for miscellaneous expendable office supplies and materials required in the normal course of program operations. The amounts shown are based on an annual expenditure of $100 per employee.

	1965	1966	Increase (+) or decrease (−) 1966 over 1965
Equipment	$7,000	$2,000	−$5,000

Provision is made in the estimate for the cost of office equipment and furnishings required to support the addition of new employees. An amount of $1,000 per employee has been used as the basis for the estimate.

Fiscal year 1966 reflects a reduction due to the elimination of equipment purchases for new employees covered in the 1965 estimate.

ESTABLISHMENT OF EXECUTIVE COMMITTEE

Senator BARTLETT. There also will be placed in the record a copy of Executive Order No. 11182, dated October 2, 1964, establishing these committees and a roster of the membership of the Field Committee and the Review Committee.

(The Executive order and committee rosters referred to follow:)

THE WHITE HOUSE, *October 2, 1964.*

EXECUTIVE ORDER 11182—ESTABLISHING FEDERAL DEVELOPMENT PLANNING COMMITTEES FOR ALASKA

Whereas the Federal Reconstruction and Development Planning Commission for Alaska has substantially completed the execution of those of its functions which pertain to the reconstruction of the State of Alaska following the earthquake of March 27, 1964; and

Whereas the Federal Government and the State of Alaska continue to have a common interest in assuring the most effective use of Federal and State programs and funds in advancing the long-range progress of the State; and

Whereas such effective use is dependent upon coordination of Federal and State programs which affect the general economic development of the State and the long-range conservation and use of its natural resources and upon cooperative Federal and State effort with respect to the planning of such programs; and

Whereas the State of Alaska has established a State body the duties of which include planning for the general economic development of the State and the long-range conservation and use of its natural resources; and

Whereas the authorities of the State of Alaska are desirous of arranging coordinated and cooperative Federal and State approaches to the planning and execution of such programs:

Now, Therefore, by virtue of the authority vested in me as President of the United States, it is ordered as follows:

PART I. FIELD COMMITTEE

SECTION 1. *Establishment of Field Committee.* (a) There is hereby established the Federal Field Committee for Development Planning in Alaska (hereinafter referred to as the "Field Committee").

(b) The Field Committee shall be composed of the following members: (1) a Chairman, who shall be appointed by the President, (2) nine members who shall be designated by and represent the following-named officers, respectively; the Secretary of Defense, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the Secretary of Health, Education, and Welfare, the Housing and Home Finance Administrator, the Administrator of the Federal Aviation Agency, and the Administrator of the Small Business Administration, (3) one member who shall represent the Federal Power Commission and shall be designated by the Chairman of that Commission, and (4) two public members who shall be appointed by the President.

(c) The Chairman may request any head of a Federal agency who is not referred to in subsection (b), above, to designate a representative to participate in meetings of the Field Committee concerned with matters of substantial interest to such Federal agency head.

(d) The principal place of business of the Field Committee shall be located in the State of Alaska.

SEC. 2. *Functions of the Field Committee.* (a) Subject to the general direction and guidance of the President's Review Committee for Development Planning in Alaska (established by the provisions of Part II of this order; hereinafter sometimes referred to as the "Review Committee"), the Field Committee shall serve as the principal instrumentality for developing coordinated plans for Federal programs which contribute to economic and resources development in Alaska and for recommending appropriate action by the Federal Government to carry out such plans.

(b) The Field Committee shall cooperate with representatives designated by the Governor of Alaska for purposes related to this order in accomplishing the following:

(1) Making or fostering surveys and studies to provide data for the development of plans and programs for economic and resources development in Alaska.

(2) Preparing and keeping current coordinated plans for economic and resources development in Alaska deemed appropriate to carry out existing statutory responsibilities and policies of Federal, State, or local agencies. Such plans shall be designed to promote optimum benefits from the expenditures of Federal, State, and local funds for consistent objectives and purposes.

(3) Preparing legislative and other recommendations with respect to both short-range and long-range programs and projects for Federal, State, or local agencies.

SEC. 3. *Field Committee procedures.* (a) The Field Committee shall meet at the call of its Chairman.

(b) The Field Committee may prescribe such regulations relating to the conduct of its affairs as it may deem to be necessary and not inconsistent with the provisions of this order.

(c) The Field Committee may establish such subcommittees of that Committee as may be necessary.

(d) Activities carried on by personnel employed by or detailed to the Field Committee (1) shall be carried out in accordance with such policies and programs as may be approved by the Field Committee, and (2) shall be under the direction and supervision of the Chairman or, to such extent as may be determined by the Chairman, under the direction of a principal member of the Field Committee's staff.

(e) The Field Committee shall transmit copies of plans or recommendations tentatively formulated by it to the Review Committee, the heads of interested Federal agencies, and the Governor of Alaska, for review and comment. The Field Committee shall consider any comments received by it within 90 days in pursuance of such transmittal and may revise the plans and recommendations as it may deem appropriate.

(f) The Field Committee shall transmit copies of its revised plans and recommendations, together with copies of any comments with respect to the tentative plans or recommendations received by the Field Committee in pursuance of the provisions of subsection (d), above, to the Governor of Alaska and to the Review Committee.

SEC. 4. *Personnel; compensation.* (a) The Chairman of the Field Committee is authorized to appoint such personnel as may be necessary to assist the Field Committee in connection with the performance of its functions and to obtain services in accordance with the provisions of Section 15 of the Act of August 2, 1946 (5 U.S.C. 55a).

(b) The Chairman of the Field Committee shall receive such compensation as shall be fixed in accordance with the standards and procedures of the Classification Act of 1949, as amended.

(c) Each member of the Field Committee appointed under the provisions of Section 1(b)(4) hereof may receive compensation for each day he is engaged in meetings of that Committee or is with the approval of the Chairman of the Field Committee engaged in other work in pursuance of the provisions of this order (5 U.S.C. 55a).

(d) Members and personnel of the Field Committee may be allowed travel expenses and per diem in lieu of subsistence as authorized by law.

SEC. 5. *Financing; agency cooperation.* (a) Each Federal agency the head of which is referred to in Section 1(b) of this order shall, as may be necessary, furnish assistance to the Field Committee in accordance with the provisions of Section 214 of the Act of May 3, 1945 (59 Stat. 134; 31 U.S.C. 691). In general, each such Federal agency shall, consonant with law, extend its cooperation to the Field Committee in connection with the carrying out of the functions of the Field Committee, including, as may be appropriate, (1) the furnishing of relevant available information to the Field Committee, (2) the making of studies and the preparation of reports in pursuance of requests of the Field Committee, and (3) in connection with the development of programs and priorities of the agency, the giving of full consideration to any plans and recommendations made by the Field Committee.

(b) Federal agencies the heads of which are not referred to in Section 1(b) of this order shall, to the extent permitted by law, furnish the Field Committee such information or advice bearing upon the work of the Field Committee as the Chairman thereof may from time to time request.

PART II. REVIEW COMMITTEE

SEC. 11. *Establishment of Review Committee.* (a) There is hereby established the President's Review Committee for Development Planning in Alaska (hereinafter referred to as the "Review Committee").

(b) The Review Committee shall be composed of the following members: the Secertary of Commerce, who shall be the Chairman, the Secretary of Defense, the Secretary of the Interior, the Secretary of Agriculture, the Secretary of Labor, the Secretary of Health, Education, and Welfare, the Housing and Home Finance Administrator, the Administrator of the Federal Aviation Agency, the Administrator of the Small Business Administration, the Chairman of the Federal Power Commission, and two public members who shall be appointed by the President. Each member of the Review Committee, other than a public member, may designate an alternate to represent him at meetings of the Review Committee which he is unable to attend.

(c) The Review Committee shall meet at least once each calendar year, at the call of its Chairman.

(d) The Review Committee may prescribe such regulations relating to the conduct of its affairs as it may deem to be necessary and not inconsistent with the provisions of this order.

SEC. 12. *Functions of the Review Committee.* The Review Committee shall provide general direction and guidance to the Field Committee; receive, review, and comment on the tentative plans or recommendations of the Field Committee; and receive and consider the final plans and recommendations of the Field Committee and transmit them, together with its own comments, to the President and the heads of interested Federal agencies.

SEC. 13. *Compensation; travel expenses.* (a) Each public member of the Review Committee may receive compensation for each day he is engaged in meetings of that Committee or is with the approval of the Chairman of the Review Committee engaged in other work in pursuance of the provisions of this order (5 U.S.C. 55a).

(b) Members and personnel of the Review Committee may be allowed travel expenses and per diem in lieu of subsistence as authorized by law.

SEC. 14. *Assistance by agencies.* Each Federal agency the head of which is referred to in Section 11(b) of this order shall, as may be necessary, furnish assistance to the Review Committee in accordance with the provisions of Section 214 of the Act of May 3, 1945 (59 Stat. 134; 31 U.S.C. 691).

SEC. 15. *Administrative services.* The Department of Commerce is hereby designated as the agency which shall provide administrative services for the Review Committee.

PART III. OFFICE OF EMERGENCY PLANNING

SEC. 31. *Functions related to earthquake.* The provisions of Section 41 hereof notwithstanding and so long as the President's declaration of a major disaster with respect to the earthquake which occurred in Alaska on March 27, 1964, remains in effect, the Director of the Office of Emergency Planning shall carry out the functions (heretofore assigned to the Federal Reconstruction and Development Planning Commission for Alaska by the provisions of Executive Order No. 11150 of April 2, 1964) of developing coordinated plans for Federal programs which contribute to reconstruction in Alaska and recommending appropriate action by the Federal Government to carry out such plans.

PART IV. MISCELLANEOUS PROVISIONS

SEC. 41. *Termination of existing Commission.* (a) Executive Order No. 11150 of April 2, 1964 (29 F.R. 4789), is hereby revoked and the Federal Reconstruction and Development Planning Commission for Alaska established thereby is abolished.

(b) The Director of the Bureau of the Budget shall make such arrangements related to the termination of the said Commission as he may deem necessary. Without limiting the generality of the foregoing the said Director is authorized, as he shall deem to be necessary or appropriate, to assign to Federal agencies duties with respect to the liquidation of the outstanding affairs of the Commission and to effect or arrange the transfer of records, property, personnel, and funds of the Commission to other Federal agencies.

(c) Nothing in this order shall preclude or limit the transferability, pursuant to law, of unobligated balances of funds appropriated for the Commission abolished by Section 41(a) of this order (78 Stat. 209) or the use of such balances in connection with this order.

SEC. 42. *Construction.* Nothing in this order shall be construed as subjecting any Federal agency, or any function vested by law in, or assigned pursuant to law to, any Federal agency, to the authority of any other Federal agency, or as abrogating or restricting any such function in any manner.

SEC. 43. *Definition.* Except as may be inconsistent with the provisions of this order or otherwise inappropriate, the term "Federal agency", as used herein, includes any department or other agency or instrumentality of the executive branch of the Government of the United States and any officer thereof (including the Field Committee and the Review Committee).

LYNDON B. JOHNSON.

THE WHITE HOUSE, *October 2, 1964.*

COMMITTEE ROSTERS AS OF MARCH 8, 1965

MEMBERS OF THE FEDERAL FIELD COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA [1]

Joseph H. Fitzgerald, Chairman.
Cylde S. Courtnage, Department of Commerce.
(To be named), Department of Defense.
Burke Riley, Department of Interior.
Howard Johnson, Department of Agriculture.
Joseph Fiala, Department of Labor.
A. B. Collyar, Department of Health, Education, and Welfare.
(To be named), Housing and Home Finance Agency.
James G. Rogers, Federal Aviation Agency.
Robert Butler, Small Business Administration.
M. Boyd Austin, Federal Power Commission.

PRESIDENT'S REVIEW COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA

Secretary of Commerce (Chairman), John T. Connor.
Secretary of Defense, Robert S. McNamara.
Secretary of Interior, Stewart L. Udall.
Secretary of Agriculture, Orville L. Freeman.
Secretary of Labor, W. Willard Wirtz.
Secretary of Health, Education, and Welfare, Anthony J. Celebrezze.
Administrator, Housing and Home Finance Agency, Robert C. Weaver.
Administrator, Federal Aviation Agency, Najeeb E. Halaby.
Administrator, Small Business Administration, Eugene P. Foley.
Chairman, Federal Power Commission, Joseph C. Swidler.

DESIGNATED ALTERNATES FOR THE PRESIDENT'S REVIEW COMMITTEE FOR DEVELOPMENT PLANNING IN ALASKA

Agency, name, and title

Commerce: Andrew F. Brimmer, Assistant Secretary for Economic Affairs.
Defense: Glenn V. Gibson, Deputy Assistant Secretary of Defense (Installations and logistics).
Interior: Robert M. Mangan, Deputy Assistant Secretary for Public Land-Management.
Agriculture: Robert S. Reed, Assistant to the Secretary.
Labor: Millard Cass, Deputy Under Secretary.
HEW: Chester B. Lund, Director of Field Administration.
HHFA: Victor Fischer, Assistant Administrator for Metropolitan Development.
FAA: Alan Dean, Associate Administrator for Administration.
SB: Harold A. Galloway, Deputy General Counsel.
FPC: Stewart F. Brown, Chief, Bureau of Power.

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[1] Those representatives mentioned as "To be named" have been nominated and are being cleared with their Department or Agency heads. All except Mr. Austin will be residents in Alaska. The latter is Regional Engineer in San Francisco for the Federal Power Commission.

PROGRAM FOR 1965

Senator BARTLETT. How much was provided for the Federal Reconstruction Planning Commission for Alaska in fiscal year 1965, and what was accomplished with that money?

Mr. BRIMMER. Mr. Chairman, for those exact figures if you don't mind, I would like to read from a statement I have on what the amounts were.

Senator BARTLETT. Would you, please?

Mr. BRIMMER. First, Public Law 88-317 provided the necessary expenses of the Federal Reconstruction of the Government Planning Commission for Alaska, which was established by Executive Order 11150, $150,000 to remain available until June 30, 1965.

Senator BARTLETT. What was accomplished with that money?

Mr. BRIMMER. Executive Order 11182, which set up the Planning Committees, after the Commission completed its reconstruction functions authorized some of the funds for the Office of Emergency Planning to continue some of the functions, and also set aside funds to carry on the development work assigned to the Field Committee and the Review Committee.

If you would not mind, sir, I would like to speak to the function of those committees which are related to the activities of the Commerce Department.

FIELD COMMITTEE AND REVIEW COMMITTEE ALLOCATIONS

Senator BARTLETT. All right.

Mr. BRIMMER. Now for fiscal year 1965, the amount of $72,000 was allocated to the Field Committee and the Review Committee, providing $54,000 to the Field Committee and $18,000 to the Review Committee.

So far the only expenditures from the allocation to the Field Committee have been somewhat less than a thousand dollars set aside for travel, bringing Mr. Fitzgerald back and forth from Alaska.

The reason for getting the planning activities underway turns principally on the actions of the Chairman. We felt that until we had a Chairman of the Field Committee, which is intended to be the core of the activities, we were not at all justified in moving ahead and making plans and spending money.

We now have a Chairman and we intend to take actions to staff the Field Committee under Mr. Fitzgerald's direction, who will be responsible for that and we intend to support him through the Review Committee here in Washington.

So the timing of our appearance before your committee coincides almost precisely with the naming of the Chairman in the enlargement of the program.

AUTHORITY FOR ESTABLISHMENT OF FEDERAL DEVELOPMENT PLANNING COMMITTEE FOR ALASKA

Senator BARTLETT. What is the statutory authorization for establishment of the Federal Development Planning Committees for Alaska?

Mr. BRIMMER. May I have Mr. Alexander read these and put them in the record?

Senator BARTLETT. Certainly.

Mr. ALEXANDER. Mr. Chairman, the specific authority for our appropriation request of $200,000 is contained in section 5 of the 1964 Amendment to the Alaska Omnibus Act, Public Law 88–451, and it states in part:

APPROPRIATION AUTHORIZATION

SEC. 5. There is authorized to be appropriated such sums as may be necessary to carry out the provisions of this Act, which shall be available for obligation until June 30, 1967. There is also authorized to be appropriated such sums as may be necessary for the expenses of such advisory commissions or committees as the President may establish in connection with the reconstruction and development planning of the State of Alaska. The total amount authorized to be appropriated pursuant to this section shall not exceed $55,650,000.

Now it is in carrying out and implementing that authority that Executive Order 11182 was issued establishing these Planning Committees for which we are here today requesting $200,000 for fiscal 1966.

DUTIES OF THE REVIEW COMMITTEE

Senator BARTLETT. What are the purposes and the duties of the two committees?

Mr. BRIMMER. Mr. Chairman, I would like to respond to that, if you don't mind.

Senator BARTLETT. If you will, please, Mr. Secretary.

Mr. BRIMMER. Let me speak first to the duties of the Review Committee. If my summary of the intended duties of the Field Committee is deficient, perhaps Mr. Fitzgerald can comment more extensively about the expected activities of the Field Committee based in Alaska.

First, the conception of the Review Committee turned on the assumption that Alaska needs some systematic coordination of planning looking toward the long-range economic and industrial development of Alaska as opposed to the management of resources.

It is also felt that this kind of planning for economic development would best be done in the context of general economic development in commercial and industrial activities.

Now that was the justification for assigning the chairmanship of the Review Committee to the Commerce Department. Generally speaking, in order to identify and activate the industrial opportunities in Alaska, and to develop its market potential, we consider this planning effort should be handled much the same way as you would set about any other broad plan of economic development.

At the same time, it was thought this could not be done from Washington, it had to be done from Alaska with the assistance of the Government and of the private sector based in Alaska.

Consequently, it was felt that some machinery should be developed to mesh somewhat more accurately the substantial contribution which Alaska is already making to its own State planning efforts with the potential contributions of the Federal Government backed up by what is already being done through the various 9 or 10 Federal agencies already on the spot.

So it should be a coordinated effort. The Committees could be looked upon as instrumentalities of coordination of the Government activities.

DUTIES OF THE FEDERAL COMMITTEE

If you would permit me, Mr. Chairman, I would like to ask Mr. Fitzgerald to comment somewhat more on the intended activities of the Federal Committee in Alaska.

Senator BARTLETT. The committee will be glad to hear from you. Mr. Fitzgerald.

Mr. FITZGERALD. Mr. Chairman, as part of the planning for development planning, the State of Alaska has itself issued a counterpart Executive order setting up a Planning Commission for Alaska. The Federal Planning Committee will work directly and closely with the State's commission to develop I would say, two ranges of planning.

First, we are now going to try to give great emphasis to making Alaska more self-sufficient, which means dealing with immediate detailed projects throughout the various communities of Alaska, so that we broaden the economic base of each of the communities.

We hope necessarily that much of the direct fieldwork can be done by the State following its philosophy of development.

I believe it would be correct to say that we know that we start with the individual and we work with the community and the people in it, and we also work with the State to come up with a total package.

The Federal contributions, when we have funds which can be loaned or in some cases may actually be contributed, will be worked into the development package in cooperation with private groups in the State so that we will put together a total package designed to bring about the effective development we are after.

BEGINNING OF ALASKAN DEVELOPMENT

In addition, of course, Alaska is a vast land which is just at the beginning of its development. In order to get the maximum orderly development we must also look down the road to the exploitation of our basic resources, and very fortunately, Alaska has great natural resources as well as great physical attractiveness.

We intend to develop programs which are looking toward the development of the resources and then in connection with this development we hope to take a look at our road structure, our whole transportation picture, and, of course, we are very uniquely dependent on air transportation, too.

We want to look at power, the development of power, where it should be developed, in what quantities, how we should plan ahead so that we get a totally integrated approach to the problem.

Now, in addition to obtaining the most rapid development possible, this approach has great economic advantage both to the State and to the United States, because we will, to the maximum possible extent be placing our resources where they will do the most good.

We will not be developing roads under one plan and resources under another. All of these plans will be meshed and we believe by simultaneously following these two courses that we will be able to assist the State and to provide an excellent record for all of these needs involved in development.

EMPHASIS ON SHORT-TERM GOALS

Senator BARTLETT. In this connection, Mr. Fitzgerald, what will be the mechanism? Will you and your group and the corresponding State group sit down and plan for events which hopefully will occur 25 years from now or whenever, or will you have shorter term goals?

Mr. FITZGERALD. I believe that our shorter term goals are the ones to which we should give the greatest emphasis at this time. We are as you know, Senator, recovering from a major national disaster in Alaska and it is terribly important to us that we continue on with the work which we started in the reconstruction effort to broaden our economic base, and this means immediate programing, immediate plans, immediate development.

I might mention that the structure of the organization is that nine of the principal Federal agencies involved in Alaska will each provide a member of the Field Committee. There will also be a member appointed by the Chairman of the Federal Power Commission and we wll have two public members appointed by the President. This gives us the broad spectrum of the Federal Government.

In addition, we have authority to call on any other agency in the Federal Government which may at some particular point have an interest.

I think that with this kind of organization, with this kind of emphasis on immediate development, that we should be able to come back to this committee in a year and show concrete development.

MEETINGS OF FEDERAL COMMITTEE

Senator BARTLETT. Does the Executive order provide for periodic meetings of the committee?

Mr. FITZGERALD. The Field Committee will not only be meeting at periodic intervals but it will be meeting fairly constantly. It is the operating body in the field and we anticipate that we will set up the organization very shortly and that it will then be meeting just as often as is necessary to keep the work flowing.

SPECIFIC PROGRAMS

Senator BARTLETT. This question may be premature, although I hope not. Can you set forth specific examples of the activities which will be undertaken?

Mr. BRIMMER. From the point of view of the review committee, Mr. Chairman, it is premature because our activities began with the submission of proposals from the field.

Now we won't sit by idly while they are preparing those proposals. We intend at staff level to help them with technical assistance in drawing up these plans. We would expect that the members of the field committee drawing on their agencies back home and drawing on whatever staff we might have for the review committee, might be able to assist the chairman in the field in putting together proposals which he would then give to the review committee for its consideration.

The impetus would begin in the field, and Mr. Fitzgerald might therefore be in a much better position to comment on the near-term proposals.

LUMBERING OPERATION IN KENAI AREA

Mr. FITZGERALD. Mr. Chairman, we do have some very specific things in mind, some of which are longer range than others. We are now, for example, engaged in attempting to establish a lumbering operation on the Kenai Peninsula. This involves the Japanese building a chipping plant at Homer and they have already let contracts for two 10,000-ton vessels which will be used to carry the chips to Japan.

I think this is a good example of how State-Federal-community planning can work. We knew immediately that there was no single Federal agency which could handle the problem, that there was no single State agency which could handle it, and that the community iteslf was not capable of accomplishing the construction and development on its own.

To begin with, Homer did not have water down to the area on the Homer Spit.

Senator BARTLETT. This is where the chip mill was to be located?

Mr. FITZGERALD. Yes, it has to be there because the ships have to come into deep water and they want protected deep water.

At the end of the Homer Spit the new dock is in a location where the water depths are adequate and it is protected.

So we have to look at the problem of getting water down to the spit, the problem of extending the dock, the problem of site preparation.

Through ARA, we could loan Federal funds to be used for the dock extension and for the extension of the water system.

As to the actual site preparation we found, in final analysis, that there were no Federal or State funds which could be made available.

CONTEMPLATED FUNDING OF PROJECT

On the other hand, since the State was giving a long-term contract to the Japanese for the timber, it was possible for the city to make a long-term lease with the Japanese for the site.

What is now contemplated and in process of being negotiated, is that the city of Homer is making an estimate of the cost of site preparation. This amount will then be amortized with an appropriate rate of interest over a 20-year period and considered in the calculation of the rental payment to be made under the lease.

Having secured this type of a commitment from the Japanese timber interests, the city of Homer will then be able to go to an established commercial bank in Alaska and to obtain a line of credit which would enable them to prepare the site for the chip mill.

Now when all this is accomplished, of course, the Japanese will construct the mill and undertake the logging and chipping operations and use the two ships they have under contract.

I think this is a very clear example of how you establish a large, important industry in an area which will benefit in a major way from the kind of development to be encouraged and fostered by the Alaska Development Commission.

GREENHOUSES

Another example is the one I referred to very briefly in my testimony, the establishment of greenhouses in Alaska.

Fresh food of perishable type, due to climatic conditions, cannot be grown outdoors in Alaska. However, with the discovery of vast gasfields in the Kenai and other places adjacent to Anchorage we can use gas to generate electric power at a low cost, but gas turbines produce a great deal of heat. This heat is normally totally wasted, so it is possible to work out an arrangement to buy this heat at a very, very low cost and then to come down to the United States and get a prepackaged greenhouse setup.

What we are in process of doing now is making the loans that will provide for the acquisition of the greenhouses and their construction in Alaska.

Then with this low-cost heat it will be possible to raise tomatoes and other produce at a price below what it cost us now to import them into Alaska. It is actually such a favorable development that there has been tentative inquiries as to whether or not some of these tomatoes could not be placed aboard air lines flying from Europe over Anchorage to Tokyo. With the excess space that aircraft have on this route, the air carriers could give a very favorable rate and it may actually be possible to sell competitively in the Japanese market.

Senator BARTLETT. This will be about as important as the coming of statehood if we begin to sell tomatoes abroad.

Mr. FITZGERALD. It is as improbable a development as you can imagine, but yet, because of the vast resources we have, this suddenly becomes possible.

I point out these developments to give the committee some idea of the direct, simple economic planning which you can achieve if you get all departments of the Government and the State government working together.

STATE AND FEDERAL COOPERATION PREREQUISITE

Now there is just no way that we could do this unless we all work cooperatively. I might say, that we got into this cooperative arrangement as a result of the reconstruction activities which we had in Alaska. In order to carry out the reconstruction program we obviously had to have an effective organization of the major Federal agencies in Alaska as well as the effective organization of State agencies.

Having achieved that and having the mechanism available, it has been very simple for us to turn around and start applying this to direct economic development.

SPECIFIC SHORT-TERM PROGRAMS

Now in addition in the longer range, and I would like to be specific here too, there are many things that we can start working on immediately. I might for one thing just mention that tourism is a big factor in the economy of Alaska and one which should ultimately achieve great importance.

Alaska has, of course, many wonderful natural resources; it has beautiful mountains, it has great fishing, it has great hunting, it is a great outdoor country, particularly in the summer.

In addition, it has great skiing in the winter and right up until nearly the middle of summer. We are thinking of taking a comprehensive look immediately at this whole question of recreational facility development in Alaska.

I might say, too, that the problem of carrying out surveys, coastal surveys and inland surveys, the problem of getting a really systematic exploration for minerals, these are manners of the highest priority and the interested departments of the State and Federal Government intend cooperatively as part of the Federal Field Committee activity to go into these problems immediately.

Senator BARTLETT. Thank you, Mr. Fitzgerald.

Will you have your office in Washington or Alaska?

Mr. FITZGERALD. My office will be in Anchorage, Alaska.

FRESH FOOD GROWN IN ALASKA

Senator BARTLETT. For that reason it is my intention right now to protect you from your constituents. You said a while ago that on account of climatic conditions fresh food could not be grown in Alaska. I think you would care to modify that right now.

Mr. FITZGERALD. Yes; I might even do a little boasting. We, of course, grow great quantities of fresh food in Alaska. What I meant to say, it was purely a slip of the tongue, sir, was that we cannot grow tomatoes or things of that kind outdoors, plants which require a high soil temperature.

Other fresh food such as rootcrops, cabbages and many crops of this kind grow larger and better in Alaska than anywhere else.

Senator BARTLETT. I will go one step further and say they have a new variety of tomato that they have been raising outdoors with a certain degree of success in the Fairbanks area. I don't know if this has been done in Anchorage or not, nor do I know how many are being produced for market.

In any case, the season for growing outdoors would be strictly limited.

Mr. FITZGERALD. Oddly enough, the Fairbanks area would, in my opinion, be much more suitable for the production of tomatoes outdoors than the Anchorage area because with 24 hours of daylight that it has in the summer, the soil temperature is much higher there than it is in Anchorage.

DURATION OF FEDERAL DEVELOPMENT PLANNING COMMITTEE FOR ALASKA

Senator BARTLETT. Yes.

Now in connection with another statement in your prepared presentation, Mr. Fitzgerald, I am going to make a comment and ask for no answer from you.

You said, and I quote:

> At the second level we need far greater Federal participation than we have had before in creating an inventory of Alaska's natural resources.

Alaska is now informed that in furtherance of that worthy effort, the Bureau of Mines of the Department of the Interior intends to withdraw practically all of its activities from Alaska. No comment is needed.

Mr. Secretary, how long is it expected that the committees will continue in existence?

Mr. BRIMMER. It is my understanding, Mr. Chairman, that the committees have no terminal date as of now. It is intended they would take on their assignments and at the discretion of the President, based on his judgment as to the contribution they would have made in the optimum time for their elimination, he might choose to eliminate them.

As of now, it is not determined. I think I am correct in that but I would like to check with my budget man to see if I, in fact, am correct on that.

Senator BARTLETT. Right.

Mr. ALEXANDER. Yes; that is a correct summary.

Senator BARTLETT. While referring, Mr. Alexander, to the authorization from which you read and which later was placed in the record, it is stated that—

such sums as may be necessary shall be available for obligation until June 30, 1967.

Isn't that a deadline?

Mr. ALEXANDER. Sir, with respect to the authorization of appropriations under the omnibus bill, that is correct, and a new authorization will be required after that date.

Senator BARTLETT. You can't get along without the money.

Mr. ALEXANDER. For the appropriation of funds after that date, we will need authorization.

ADDITIONAL AUTHORIZATION REQUEST, PRESIDENTIAL MATTER

Senator BARTLETT. Are you considering presenting such a request for authorization to the Congress?

Mr. ALEXANDER. This is a matter which the Bureau of the Budget has the basic responsibility for. I might say, in relation to our role in Commerce, the appropriation which is requested here will not be made to the Department of Commerce, it will be made to the Executive Office of the President.

The Commerce Department is specified in the Executive order as the agency to furnish administrative support to both the Field Committee and the Review Committee, so that we are here in their behalf. Extension of the authorization is a matter which the Budget Bureau has under advisement.

I would doubt whether this work can be completed in the 2-year period specified in the bill, but the specific plan for a new authorization bill, I am not acquainted with.

Senator BARTLETT. The request will come from the President's Office.

Mr. ALEXANDER. Yes.

OTHER JOINT FEDERAL-LOCAL PLANNING UNDERTAKINGS

Senator BARTLETT. Do any other committees such as these exist?

Mr. BRIMMER. Mr. Chairman, I believe some kind of arrangement looking toward a joint Federal-local planning effort does exist. One which comes readily to mind, of course, is the Appalachian Regional Planning Commission just created, the bill which was just passed.

Whether in terms of mechanics they have an exact parallel, I do not know, but the function of joint Federal-Sstate planning to achieve economic development has been expressed in the Appalachian end of it.

Senator BARTLETT. The Congress has passed a good many bills which have been signed into law creating water commissions with broad areas of jurisdiction in several separate geographic areas. It may be that these likewise were similar to the present committees.

If you will do so, perhaps you will take a look at those laws and submit a further statement for the record in this connection.

Mr. BRIMMER. We will be glad to do that, Mr. Chairman.

(The information referred to follows:)

FEDERAL-STATE PLANNING BODIES

Examples of Federal-State cooperative efforts are:

U.S. Study Commission, Southeast River Basins.
Columbia River Basin Committee.
Upper Colorado Commission and Council.
Delaware River Basin.
U.S. Study Commission, Texas.
Federal Reconstruction and Development Planning Committee for Alaska.
Appalachian Regional Commission.

Bills were introduced, but not passed, in the 88th Congress for the following:

Northeastern Resources Commission.
Susquehanna River Basin Commission.
River Basin Planning Act of 1964 (S. 1111).

AID TO AREAS IN ECONOMIC DIFFICULTY

Senator BARTLETT. In your opinion, would such committees be desirable for other disadvantaged areas? You have answered that in part by saying Appalachia now has one. As a general principle, do you see that advantages could be obtained by applying that which you are seeking to do now to other parts of the country which may be in economic difficulty?

Mr. BRIMMER. Mr. Chairman, I would like to say that I would think we would look at particular cases on their merits. I would not want to express myself as suggesting that I think the best way to develop the country is to establish a series of specialized Federal-State arrangements for each particular piece of geography in which we might be focusing.

I think in a number of cases it might be quite promising to seek such arrangement. Whether this could be advanced as a general principle, as a general guide as the best way to set up the economic development in the region, I refrain from making that statement.

STAFFING AND FUNDING OF COMMITTEES

Senator BARTLETT. All right.

Are all positions planned for the two committees now filled; and if so, what funds are you using to pay them?

Mr. ALEXANDER. The only position listed in our budget request that is now filled is the position that Mr. Fitzgerald holds as chairman of the committee.

Senator BARTLETT. The other positions would be filled after the appropriation is made, if it is made?

Mr. ALEXANDER. We have funds available by transfer from the $150,000 which was appropriated to the earlier Commission on Reconstruction. However, we have been waiting for the chairman to come aboard, actively, which just took place this week.

Senator BARTLETT. So Mr. Fitzgerald will not be required to do his own typing?

Mr. ALEXANDER. No. Mr. Brimmer has just given orders to assign a typist immediately, actually a secretary.

Senator BARTLETT. You have $72,000 to go on?

Mr. ALEXANDER. We do. This money will expire on June 30 and whatever balance is left over will then lapse to the Treasury.

LONG-RANGE DEVELOPMENT ACTIVITIES

Senator BARTLETT. I find in the justification the following statement:

> Basic authoritative inventory of resources to provide essential guidelines for long-range development plans and requirements.

What does this indicate as an activity of the Committee?

Mr. BRIMMER. I am sorry, I apparently have a copy numbered different than yours.

Mr. Chairman, excuse me for a minute.

Senator BARTLETT. Take whatever time you require.

We will suspend for a minute or two while you consult.

Mr. FITZGERALD. Mr. Chairman, in answering this question I might preface my remarks by saying I am not sure that the Honorable Chairman does not have better and more authoritative information than I do on it; indeed, with a lifetime in Alaska, I am sure he does.

SURVEYS OF TIMBER AND MINERALS

For example, when we looked at the forest problem down at Kenai in order to make leases to the Japanese, we did not have an adequate survey of timber resources in the area, we were unable immediately to tell them the extent and nature of the mature timber which could be cropped. This is true of a great deal of our timber resources in Alaska.

In connection with minerals, we have surveys of a sort but I am sure you would find that some of the things we know are based upon some prospector walking over the land many years ago.

Of course there are some areas where we have done considerable prospecting work, but, if one looks at the modern methods of exploration, we have just begun to scratch the surface in Alaska and I can't overemphasize the necessity for getting at adequate surveys in Alaska.

It is no good to know that the State has copper or tin or iron or any of the other minerals unless we have some real firm figures on the quantity and the economic potential of specific loads.

I have talked about this with the Department of the Interior and I think I express their opinion correctly when they said they agree with this analysis, so that we are looking toward a true effort to step up the surveying and exploration in Alaska.

DEVELOPMENT OF RECREATION AREAS AND ROAD CONSTRUCTION

As far as recreational lands are concerned, and that is one of the matters referred to in that paragraph, as I mentioned before Alaska has tremendous potential as a recreational area but we are just now putting in the roads which will get us to may of those areas.

What we have developed in the past we have developed in relation to a different system of transportation, and in this connection I am thinking specifically of the Mount McKinley Park. We built a hotel on the railroad but the hotel is so far from Mount McKinley the mountain is not even visible. After many years a road was finally built into Wonder Lake. But the park is just at the beginning of its development. It is now a marvelous wildlife refuge but it has very few facilities which can actually be used by the American public if they come to Alaska.

CANOE ROUTES TO KENAI PENINSULA

Also, we have just started on the Kenai Peninsula to put in canoe routes so that people can come up and spend a week or 2 weeks outdoors on the canoeing, backpacking trips through what is one of the truly wonderlands of the United States.

So it is with these things in mind that we have made the statement in our presentation.

USE DATE PREVIOUSLY COLLECTED BY FEDERAL AGENCIES

Senator BARTLETT. Thank you, Mr. Fitzgerald.

I also note in the justification that there will need to be developed a—

great deal of impetus for, and followthrough of, the basic resources data collection and analyses activity.

Just how will you go about accomplishing this?

Mr. BRIMMER. Mr. Chairman, perhaps I could respond to that because the information which already exists in the various executive branches is a vital source of data to help in the planning effort.

We would not like to encourage the field committee, and of course we would not like to encourage among the staff of the review committee, to set about collecting information and making new surveys if it can in fact rely on information that is collected as a byproduct of existing programs.

Now, much of this fact is located here in Washington and is produced on a continuous basis, the Census Bureau's collecting procedures, through the Interior Department collecting system and through the information programs of the other agencies involved in the planning effort.

We have suggested that it might be desirable to systemize the collection of these data within the executive branch itself to avoid duplication, to make certain that the information obtained has a direct bearing on the planning effort and is not simply keeping statistics which would not be of use to anyone.

Now, we propose to do that by asking the small staff which we hope the Review Committee will have, to keep in constant touch with the operating agencies here in Washington, to feed information

to the Field Committee. There is no point in its sending somebody down here to get information if he has some way in Washington to get it from the participating agencies. That is what we would propose to do there as far as the collection is concerned.

USE OF ANALYSES MADE BY FEDERAL AGENCIES

As far as the analysis is concerned, we will of course, raise questions and try to answer them if they have been posed by the Field Committee in its planning effort in Alaska.

Now the analysis would be in the hands of the experts who were located in the operating agencies who want to know about the economic impact of power in Alaska. We would go to the Federal Power Commission and ask their experts to make an analysis of the market for power and the sources for power and the interrelation of power with the development planning effort.

If we are concerned with the question of markets in Alaska, I would hope that we would go to the Business and Defense Services Administration within the Commerce Department to draw on their resources to give support to the planning effort in Alaska.

The question we would hope would be posed by the Field Committee and the analysis would be essentially of the same sort which these agencies are doing when they grapple with problems posed by any other State.

ALLOCATION OF FUNDS BETWEEN THE REVIEW AND FIELD COMMITTEES

Senator BARTLETT. Thank you, Mr. Secretary.

Now, you are asking for $200,000 for the fiscal year starting July 1. How is it proposed that the burden be divided in respect to the use of the money first by the Review Committee and then by the Field Committee?

Mr. BRIMMER. Mr. Chairman, I would simply mention briefly the broad outlines of the allocation and then the detailed proposed uses of the funds among the other objects of classification.

If you would want to pursue that I would ask Mr. Alexander.

First, it is assumed that the Field Committee would use about $132,000 of the $200,000 during fiscal year 1966. That would cover the activities of five staff members, five permanent positions.

FIELD COMMITTEE STAFF COMPOSITION

Senator BARTLETT. What types of positions?

Mr. BRIMMER. The types of positions would be roughly as follows: First, there would be a Chairman, a staff assistant and two secretaries. The skills the staff assistant should have, as far as the Field Committee is concerned, I would let Mr. Fitzgerald answer that because he would be his man and working with him.

REVIEW COMMITTEE STAFF COMPOSITION

Now, with respect to the Review Committee, it is anticipated that there would be two senior staff assistants, a staff assistant who hopefully would help with the data problems which I described earlier. Hopefully he would be a man or woman with statistical skills, some

feeling and familiarity with research techniques or acquired data, and a secretary.

Senator BARTLETT. The $132,000 that the Field Committee will have will include travel and related expenses or not?

Mr. BRIMMER. It would.

PROFESSIONAL STAFF GRADES

Senator BARTLETT. What would be the grades of the professional people on the Field Committee?

Mr. FITZGERALD. GS–15. There would be two GS–15's, one GS–7, and one GS–5.

Senator BARTLETT. The Chairman will be a 15?

Mr. FITZGERALD. No; 18.

Senator BARTLETT. Then you will have two 15's. I thought the Secretary said there would be but one staff assistant.

Mr. BRIMMER. I am sorry, Mr. Chairman. I was reading down the wrong column.

Senator BARTLETT. I see. Two 15's under you, Mr. Fitzgerald.

Mr. FITZGERALD. Yes.

Senator BARTLETT. Then, what would be the corresponding grades in the Review Committee?

Mr. BRIMMER. In the Review Committee, Mr. Chairman, we would have one 15, one 14, one 13 and one 7, who would be a secretary.

The 13 is the one I described as hopefully a GS–5 statistician.

GRADES OF STAFF MEMBERS ON REVIEW COMMITTEE

Senator BARTLETT. It seemed to me offhand, without having given careful consideration to this, that the Review Committee is being given a greater number of higher grade positions than the operating branch of the agency.

Mr. BRIMMER. Well, Mr. Chairman, the intent certainly is not to do that. We look at the Field Committee, we have one 18 and two 15's, which totals up three top level grades on the Review Committee, there is only one 15 who in fact would be sort of the operating day-to-day staff head.

We felt that the person in that position should have sufficient experience and the grade reflects our judgment which admittedly is a judgment based on general considerations but we have not had operating experience with this.

Based on our judgment, it would be desirable to have a man with sufficient experience, sufficient standing that he could deal in a way with the alternates of the Cabinet Committee members who will serve on the Committee.

The grade reflects our judgment of what might be necessary to get in whole an experienced person.

Senator BARTLETT. I would think you are right there.

Mr. BRIMMER. The 14 is a high-grade technician, and the next one, the 13, reflects principally my judgment as to the kind of grade which would be helpful in getting a person who is relatively skilled with a statistical background. The grade is based on judgment as to whether it might take that to get such a person.

Senator BARTLETT. I would not want to see a situation created here which might find the Review Committee predominant because I do not think that is the intention of the operation.

Mr. BRIMMER. It certainly is not.

FIELD COMMITTEE UTILIZATION OF EXPERT CONSULTANTS

Mr. ALEXANDER. Mr. Chairman, I might add, too, in our appropriation language we are seeking provision to utilize the authority contained in 5 U.S.C. 55a for the hiring of consultants. We would pay up to $100 a day, depending on the type and background of person that Chairman Fitzgerald and the field committee would need. With this language, he can use the statutory authority to supplement his staff with experts as they are needed.

Mr. FITZGERALD. We put in a request for consulting funds, because situations may arise where the particular capabilities of personnel on the Federal payroll in Alaska might not be adequate for the solution of particular problems.

We have no specific consultants in mind, as yet.

Senator BARTLETT. You will need them, I am sure of that, and they will be helpful because I imagine you will get the type of person who would have some standing locally, or perhaps nationally who could do more than perform the immediate consulting job that you had in mind to perform; in addition, he might be able to give impetus to the whole operation.

I have no further questions.

I want to thank all of you, Mr. Secretary, you and those who accompanied you, very much, for having given us such a descriptive outline of the activities planned for this new group.

Mr. BRIMMER. Thank you very much.

SUBCOMMITTEE ADJOURNMENT

Senator BARTLETT. The subcommittee will adjourn until Monday, March 8, at 10 a.m., to hear Members of Congress.

(Whereupon, at 12:05 p.m., Friday, March 5, 1965, the subcommittee adjourned, to reconvene at 10 a.m., Monday, March 8, 1965.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

TUESDAY, MARCH 9, 1965

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

The subcommittee met at 9:50 a.m., pursuant to recess, in room 1223, New Senate Office Building, Hon. E. L. Bartlett temporarily presiding.

Present: Senators Byrd and Bartlett. Also present: Senator Gruening and Representative Robert J. Rivers.

DEPARTMENT OF THE INTERIOR

NONDEPARTMENTAL WITNESSES

STATEMENT OF HON. WAYNE MORSE, A U.S. SENATOR FROM THE STATE OF OREGON

FOREST SERVICE AND BUREAU OF LAND MANAGEMENT, STATE OF OREGON

Senator BARTLETT. The subcommittee will be in order.

The Chair is pleased to recognize as the first witness the Honorable Wayne Morse, U.S. Senator from the State of Oregon.

Senator MORSE. Mr. Chairman, and members of the subcommittee, your courtesy in scheduling my testimony at an early hour today is deeply appreciated. I am well aware of the heavy demands on the time schedules of the subcommittee members and for that reason, I am presenting this brief summary statement touching upon a few of the highlights of important appropriations under consideration for the State of Oregon in the programs of the Forest Service and the Bureau of Land Management.

Upon completion of this brief statement, I shall submit a more lengthy statement and I ask the subcommittee that my full statement be incorporated as part of the hearing record in connection with these appropriations.

Senator BARTLETT. That will be done, Senator.

Senator MORSE. The 17 page statement which I am submitting to the subcommittee will, I am sure, receive thorough consideration by both the subcommittee and the full committee. I speak with confidence on this topic because in the past you have been most helpful to the State of Oregon on these appropriation matters and I know that, when I submit a statement, it is given the same courteous and thorough consideration that it would receive if I were to read the text of the statement in detail.

FOREST SERVICE PROGRAMS

My testimony on behalf of appropriations for the Forest Service includes references to a number of items that are of special importance to the conservation of our great national forest resources and are in line with the objectives sought in the 10-year program for the national forests which the Congress has endorsed enthusiastically.

At the outset of my statement, I allude to the importance of obtaining maximum and prompt appropriations for the rehabilitation of flood-damaged forest roads and trails in the State of Oregon and for the construction of new timber access roads.

CATASTROPHIC FLOODS IN OREGON

The damage occasioned by the December 1964, and January 1965, floods in Oregon was catastrophic. Some evidence of this is indicated by the fact that $17 million in estimated damage occurred with respect to our forest roads and trails in the national forests of Oregon alone.

I urge the subcommittee to provide maximum funds for this rehabilitation work because the access roads into remote timber areas are the main sources of orderly harvesting of our Federal timberlands.

I digress just briefly, Mr. Chairman.

The chairman is aware what these disasters do to the economy of an area because of the earthquake experienced a year ago in Alaska. We are in a terrible plight. It is to be expected that people want aid as of yesterday and find it difficult to wait until tomorrow.

DELAYED ASSISTANCE

We all understand that. Yet, Mr. Chairman, I wouldn't be fair to my constituents if I didn't say that there has been unnecessary delay in coming to the assistance of the flood areas of Oregon, northern California, southern Washington, and parts of Idaho.

The departments downtown did not move quickly. I want to say, to the everlasting credit of the President, I talked to the President, he appreciated the seriousness of the situation and asked for a written memorandum from me. I gave him a written memorandum and he moved into action quickly. He instructed his departments to speed up. But the delay was costly.

I speak respectfully, also, when I say that in my judgment there hasn't been the rapidity on the part of congressional committees that probably would have been evidenced if the floods had been in Chile, Bolivia, or Brazil or some other foreign country.

The interesting thing is that under our foreign aid programs the checks that have to be exercised on behalf of domestic funds don't have to be exercised on foreign affairs. Try to explain that to my people.

The Senator from Alaska knows whereof I speak when the people don't feel the Government is coming to their assistance as rapidly as they think it should.

Senator BARTLETT. I do.

Senator MORSE. All I can say, Mr. Chairman, is that the correspondence is in my office for the committee members to see. It is quite

bitter. I do hope that the various committees in the two Houses will give us as fast assistance as they can. There is no question about the merits of the help we seek.

Anybody who wants to go out there and take a look, can say, quite properly, "Why hasn't something been done before?" But, it happens to be that those of us who represent the people of disaster areas have the responsibility of pressing for action. That is our job. So long as we can demonstrate it and stand ready to demonstrate it to any committee of Congress that the facts support the request we make, I think the committees in turn should hear us.

ATTENDANT HARDSHIPS

Ours is pretty much of a one-economy State. We depend to a large measure on timber. Road after road, and small bridge after small bridge, leading into mills, are washed out. The mills can't operate until we get the roads and bridges back into operation; unemployment is the result.

ADEQUATE APPROPRIATIONS FOR ROAD REPAIR URGED

So, in this part of the statement when I plead for these funds, I am not pleading, Mr. Chairman, out of feeling. I am pleading on the basis of fact. So I do hope that the committee will recognize that we have a very special situation in regard to these access roads and will give us the quickest possible consideration of it.

Senator BARTLETT. Senator, do you have an estimate of how much money would be required?

Senator MORSE. $17 million just for rehabilitating these access roads into the mills and into the communities where the jobs have to be reestablished.

Senator BARTLETT. If that money had been available, did complete authority exist within the Forest Service to do the job? Was it the lack of money?

IMPOSITION OF ADDITIONAL HARDSHIPS BY FURTHER DELAY

Senator MORSE. No; I think you have to get them the money and then I think that the administration's policy in regard to the disaster relief will see that the money is spent for these purposes. If these access roads are not restored to working condition, the mature timber which remains unharvested may constitute sources of tremendous losses by way of fire hazards and insect infestation.

In addition, the communities that depend upon logs from our national forests will find themselves in serious economic difficulties if sawmills and plywood plants are compelled to close down because of the lack of logs.

FOREST SCIENCE LABORATORY, CORVALLIS, AND RANGE AND WILDLIFE LABORATORY, LAGRANDE

Another item of tremendous importance to the program of the Forest Service is forest research. The statement I am submitting today refers to the programs of the Forestry Science Laboratory at Corvallis and the Range and Wildlife Laboratory at LaGrande.

Planning funds are required urgently for fiscal 1966 if we are to place these Laboratories in full operation in the near future.

The work they will perform is of enormous importance to the management of our forests.

INSECT INFESTATION OF TIMBER

We need additional funds for pesticide-related research in the State of Oregon. If the $390,000 additional appropriation could be approved in this subcommittee, great strides could be made in dealing with insect infestations in some of our most valuable timber resources and at the same time the side effects of the use of pesticides which are harmful to other important economic interests could be minimized. This additional money would be well spent in the interest of savings to the taxpayers.

HELICOPTER LOGGING

For many years I have asked the Forest Service and the Department of Defense to undertake a crash program in the field of helicopter logging. This was first suggested to me some years ago, Mr. Chairman. I thought it must be fantasy. I just didn't know what could be done with helicopters. Then I started studying it. I found out what the Defense Department is doing with helicopters in connection with Defense operations in lifting great loads. The more I read and studied and the more I talked to foresters and people down in the Forest Service, I realized here is a new technique that promises a great future. So, we are trying to get in effect a pilot plant program in operation.

I note that the Forest Service is greatly interested in research in the field of balloon logging but I feel that a combined program of research on helicopter logging, if undertaken by the Department of Defense and the Forest Service, might reveal great sources of forest conservation and taxpayer savings.

Senator BARTLETT. What is balloon logging, by the way?

Senator MORSE. Big helium-inflated balloons attached to guy lines are being tested experimentally to lift logs in Oregon forests. Helicopters can carry the logs quite a distance. The balloon, thus far, as it has been explained to me, can carry loads only a short distance from the forest to the roadside.

But the helicopter can take the log quite a distance. I have tried to summarize, Mr. Chairman, the findings that have been given to me by the experts which seem to be a pretty good capsule of the prospects for a pilot helicopter log lift program such as I am suggesting.

Those who are experts in this field have supplied these interesting facts: (1) The use of helicopters in logging could save about $50 million a year that is now paid by the Government for access roads. I am not talking about the dual- or multiple-purpose access road. I am talking about the access road just to get the timber out; the short road. I am not talking about the road you build for multiple purposes, recreation, fire control, and so on, but just these short roads.

(2) Forest access roads are great sluiceways that speed erosion; (3) it takes several years for logging scars to heal; (4) after logging, a forest area loses its natural beauty for approximately a decade.

These stress how logging by helicopter could enhance really selective logging.

Helicopter logging could provide new methods of logging on steep mountainsides and other inaccessible areas. If perfected, it could have been most useful in removing dangerous logs that were cast upon the Oregon beaches during the recent floods.

If a helicopter log lift had been worked out, drift logs on the beaches could have been picked up and carried out to the ocean where they could have been assembled in rafts. The statement I am submitting today discusses the helicopter log lift proposal in greater detail and it is my hope that the subcommittee will interrogate officials of the Forest Service in some detail on the wisdom of this proposal.

I stand ready at all times, Mr. Chairman, to bring before the committee by arrangement, if they ever want to hear any of them, some of these helicopter experts who have briefed me at great length. I have studied their data and I am satisfied—I am not going overboard on this—that the kind of a beginning program that has been suggested is very sound and ought to be financed.

REFORESTATION AND TIMBER STAND IMPROVEMENTS

Another extremely important area of forest conservation relates to reforestation and timber stand improvements. I have asked the subcommittee to recommend increases in the appropriations for these worthy objectives because such appropriations constitute investments in a highly lucrative enterprise of the Government.

BUREAU OF LAND MANAGEMENT—VALE PROJECT

One of the most important subjects discussed in my statement relative to appropriations for the Bureau of Land Management deals with the appropriation for the Vale pilot range rehabilitation project. The Vale project has already proved the wisdom of western range rehabilitation and it now has the enthusiastic support of both the stockmen and the conservationists.

REHABILITATION OF RANGELANDS BY PROJECT

When I succeeded in bringing about initial appropriations for this program in the Senate, there were those among the livestock raisers and conservationists who had serious doubts about the wisdom of the project, but in 3 short years the Vale project has demonstrated clearly what we can do to rehabilitate western rangelands if we set about to do an effective job.

Under the Vale rehabilitation program, as originally planned, we should have asked for an appropriation of almost $2.5 million for fiscal 1966. The budget request for the coming fiscal year requests less than half of that amount.

Any slowdown of this rehabilitation project would seriously jeopardize the fine investment we have already made. I urge the subcommittee to explore this matter thoroughly with the Bureau of Land Management and to approve maximum funds that could be used for fiscal 1966 in the Vale project.

I want to stress, Mr. Chairman, this isn't limited to Oregon, although the town of Vale happens to be located in Oregon. That is

where it was started. But the Vale project goes down into Arizona, Idaho, and other States.

I am for extending this kind of range program in all of the Western States. I spoke to the United States Cattlemen's Association convention a few weeks ago. It was very interesting to me to find cattlemen from practically every Western State, seeking me out to talk to me about the Vale project because they want it expanded.

Many of them have been there. They have seen what is is doing by supplementing cheat grass, a native grass which is good during the season. It can provide feed, but the other newer grasses that are involved in the Vale project are so far superior to it. The rehabilitation program also included construction of waterholes, the putting in of fencing and the conservation practice of moving cattle from one area to another so that a particular area can rest for supplemental seeding and use later. These new programs aroused the enthusiasm of the cattlemen.

Ten years ago, you couldn't talk to cattlemen about this kind of a program. Now they see its benefits. We couldn't, in my judgment, be more shortsighted than to skimp now on this Vale range rehabilitation project because I am willing—and I don't predict very often—to predict here this morning, if we develop and expand this program that within 10 to 15 years the reseeding, the rehabilitation of the rangeland of the West will be almost a miracle.

The evidence is already overwhelming. Also, I think you will agree, Mr. Chairman, that whenever you can get the cattlemen and conservationists working together, you had better take a long look at that project. It has been so important that we get these groups together in what we call a multiple-purpose use of the range and the public lands.

EDUCATIONAL AND REHABILITATION PROGRAM

Senator BARTLETT. It would be somewhat similar, I would suggest, to joining the conservationist and the hydroelectric advocates in Alaska?

Senator MORSE. I will put it this way: it is the same educational process. This is a great educational program as well as a sound range rehabilitation program.

As in the case of the Forest Service, I ask the subcommittee to review thoroughly the budget request covering the item of timber harvesting for the Bureau of Land Management. The lands under the jurisdiction of the Bureau suffered as much or more damage than those of the Forest Service.

It is imperative that timber access roads be placed back into early operation in order that flood damaged and overripe timber may be removed from areas that are now inaccessible due to the destruction of access roads.

The budget request for this subject is inadequate and if the job is to be done properly, it must be done at the congressional level through adequate appropriations.

Again, my thanks to the subcommittee for your courtesy in arranging for this opportunity for a few brief comments in support of my major statement which I now submit for the record.

(The prepared statement of Senator Morse follows:)

STATEMENT OF SENATOR WAYNE MORSE

Mr. Chairman and members of the subcommittee, the paragraphs that follow contain my statements in support of appropriations for the U.S. Forest Service and Bureau of Land Management in the area of resource management for fiscal 1966. These appropriations constitute investments of taxpayer dollars in some of the most valuable assets belonging to our Nation within the custodianship of the Forest Service and the Bureau. These agencies are charged with the duty of preserving and enhancing the Federal national resources placed within their jurisdiction. It is our task to make certain that the funds we make available to them are not only spent wisely but are sufficient to do what is required. My plea, therefore, is that this subcommittee review the budget items of both agencies with special reference to their long-range purposes and to their sufficiency to carry on extremely important work in the public interest.

FOREST SERVICE

FOREST ROADS AND TRAILS

The budget for fiscal 1966 requests $78,672,000. This reflects an increase of $7.2 million over the fiscal 1965 budget request and is essential if we are to keep within reasonable distance of the objectives outlined in the program for the national forests.

In connection with the fiscal year 1965 funds for Forest Service programs, I urged that the funding levels more nearly approximate those indicated in the 10-year program for the national forests. I note in particular this year's amounts for forest roads are financed at less than 70 percent of the program's needs whereas timber sales are financed at over 95 percent. The harvest of timber depends on roads. Also, as you know, extensive and serious damage occurred to forest roads during the Christmas Day flood plus further damages in January. The national forests in the Pacific Northwest suffered road damage in the neighborhood of $50 million. At about $17 million of this was in Oregon alone. The repair of these roads must progress rapidly to prevent serious losses to the lumber industry and the related employment. In the entire flood area, about 195 mills and 21,000 employees are affected by national forest damages. In addition, the regular road construction program must continue at a high rate to handle the regular timber sales program. I urge that maximum consideration be given to increases for the regular road program to keep balance with timber sales as well as full recognition of damage repair requirements. Additional authorization will be taken care of by my bill, S. 327, which will amend the highway act.

FIRE PROTECTION AND AIR TANKER SERVICE

The budget request for this program amounts to $23,564,000 for the coming fiscal year. This constitutes no increase over the previous year's budget item. It is important that an additional $500,000 be approved for this program.

Without an increase it is not possible for the Forest Service to implement an improved procedure of contracting for air tanker services.

Use of air tankers for dropping fire retardants on small fires has proven to be a highly effective technique in catching fires while they are still small. As the use of air tankers has increased, the Forest Service has encountered many problems of contracting for such services on a basis that is fair to the Government and to the private operators. Over the last few years the increased use of air tanker attack has resulted in the availability of more air tankers for hire than the Forest Service needs. Some meet performance requirements, some do not. As a result, price cutting is being employed by operators, some of which are transient operators not properly equipped or familiar with local terrain and flying conditions. Rather than take a loss or reduce service, experienced operators back out of the business. A new procedure of contracting on a guarantee pay basis would assure that benefits of assured availability of the best and most stable operators and premium performance would accrue to the Government. I urge that an effort be made to provide the necessary increase, $500,000, to implement the new policy.

LAND LINE LOCATION

The fiscal 1966 request for the item designated as land classification adjustments and surveys contains an increase of $500,000 over the amount requested in fiscal 1965. This increase, if approved, will be used for land line location.

I am pleased to note the $500,000 increase which the Forest Service is to make available to the Bureau of Land Management for reestablishment of lost property corners and land line surveys. As you know, it is not possible to make a timber sale without knowing the property lines. This is a small increase in relation to the annual losses to the Government from trespass which can be prevented by accurate property corners and line locations. This is particularly important in the high value timber regions such as Oregon where thousands of dollars can be involved between adjoining properties.

FOREST RESEARCH—GENERAL

In April 1964, the Secretary of Agriculture sent "a national forestry research program" to the Congress which outlined the short-term research needs to adequately meet the forestry problems countrywide. Budget estimates of the Forest Service for fiscal year 1966, fall far short of an adequate increment toward meeting the needs outlined in the national forestry research program, especially in Oregon and other parts of the Pacific Northwest. Several of the research projects in need of expansion are:

	Increase needed
Forest products utilization research	$270,000
Pesticide-related research	390,000
Timber production research	200,000
Watershed management research	90,000
Forest sciences laboratory at Corvallis (planning)	52,000
Range and wildlife laboratory at LaGrande (planning)	28,000
Recreation research	150,000

Description of each project follows:

FOREST PRODUCTS UTILIZATION RESEARCH AT PORTLAND, OREG.

The timber industry of the Pacific Northwest supplies a major share of the Nation's wood products needs. About one-third of the lumber, four-fifths of the softwood plywood, and one-sixth of the pulpwood produced in the United States come from the Pacific Northwest. One-third of the economy of the Pacific Northwest is derived from producing and distributing wood products for construction. However, there are two aspects of forest products utilization that require immediate assistance from research geared to solve critical problems. The two problem areas are: (1) methods to measure timber quality in standing trees and in logs, and (2) development of new concepts for wooden construction. This research would require $120,000 and $150,000 increases, respectively, in the fiscal year 1966 budget, or a total of $270,000 for an adequate program.

The timber industry and the forest landowners are without suitable timber quality standards to determine the highest values of standing timber and logs to guide manufacturing and forest management. The recognition and evaluation of the precise relationship between timber characteristics and the yield and value of end products are the keys to improved profits. The Forest Service has initiated a log and tree grade research project at Portland, Oreg., on a small scale. The present effort is far below the level of financing demanded by the magnitude and complexity of the problem. Thus, an additional $120,000 is needed to attain an efficient level of research effort. The development of log and tree grading systems for Douglas-fir and western hemlock should be given priority.

Historically, the largest outlet for timber products is in the construction field, but rival construction materials are challenging this market. Research is required in the Pacific Northwest that will identify, analyze, and describe opportunities to apply western woods more widely and more effectively in engineered structures. New concepts of construction should be studied as they relate to function, design, fabrication, or erection, and an improved knowledge of wood's performance. The forest industries alone, in view of their organizational structure, cannot adequately undertake such a broad program without strong research assistance from public agencies. An increase of $150,000 should be provided in the fiscal year 1966 budget of the Forest Service for this research.

PESTICIDE-RELATED RESEARCH IN OREGON

With the passage of the fiscal year 1965 budget amendment for pesticide-related research, a good start was made in the Pacific Northwest on research aimed at reducing the hazards involved in the use of pesticides. However, these

increases fell short of providing for essential research. An additional $390,000 annually is needed for pesticide-related research in Oregon. It would be used as follows:

Forest insect research at Corvallis, Oreg	$150,000
Forest disease research at Corvallis, Oreg	40,000
Pesticide-soil-water relationships at Corvallis, Oreg	100,000
Control of brush on forest land at Roseburg, Oreg	100,000

Stepped up research is needed on biological control of insects critically damaging our forests, and for the development of diseases and other practical biological control measures to keep them in check. Additional effort appears particularly promising to develop new methods for preventing and controlling timber losses in the West by such insects as the Douglas-fir tussock moth, hemlock looper, Douglas-fir bark beetle, and the spruce budworm. The Douglas-fir tussock moth is now epidemic in Oregon, Idaho, and northern California. A hemlock looper epidemic in 1963 required a chemical spray program to control it in spite of potential harmful residue effects on other resources. New methods of preventing such epidemics must be developed.

Root diseases in Oregon and Washington have an annual impact on forest productivity of 96 million cubic feet of wood, over 10 percent of the estimated annual net growth of Douglas-fir in the entire West. Most of this impact is loss of potential growth through the killing of trees too small for harvest but a significant amount is in merchantable stands of Douglas-fir and ponderosa pine. Research at Corvallis, Oreg., should be stepped up to develop and improve measures to reduce these losses.

An increase in the fiscal year 1966 budget is needed to strengthen and intensify research on the effects on forest soil and water resources of the application of pesticides and other chemicals used in forest land management. The Pacific Northwest is an excellent location to study these relations due to the wide variety of soils, climate, and availability of forest areas that have been treated with chemicals on different dates and with different rates of application. Studies should be concentrated on determining how much chemical reaches the soil and how soon after application, whether chemicals accumulate and concentrate in soils with repeated applications and at what location in the soil profile; whether chemicals change in the soil or remain potent and subsequently destroy soil-forming organisms, whether chemicals become bound by the soil clay fractions or remain free to be moved by soil water or surface runoff, and the concentration of chemicals in mountain streams at various times following application.

The full growth potential of Oregon's forest lands cannot be realized until cheaper, more effective, or less hazardous methods are found to rid old cut-over and burned-over forest land of brush. Estimates place the amount of land in Oregon dominated by brush at about 2 million acres. This potential timber growth represents some $10 to $20 million a year in value on the stump. These acreages, and their potential yields, and values, can be multiplied several times if other Western States having brush problems are considered also. A three-pronged attack is needed to solve the brush problem. First, forest managers must know how to avoid practices that stimulate the creation of brush fields. Second, more selective and less hazardous chemicals need to be found for killing brush. Finally, additional research is needed on the use of equipment and fire in the control of brush. Combinations of fire, chemicals, and equipment may be necessary to return old brush fields, some as old as 100 years, to forest productivity.

TIMBER PRODUCTION RESEARCH AT BEND, OREG.

East of the summit of the Cascade Mountains in Oregon lie millions of acres of timberland. About 65 percent of this is ponderosa pine type: 25 percent mixed pine, firs, and larch; and 10 percent lodgepole pine. These forests support the timber industries in a dozen or more major towns of the area. The Forest Service is undertaking a small program of research now and has developed valuable prescriptions aimed at growing more timber. Excellent facilities are available for increased productive research in the new Silvicultural Laboratory just completed at Bend. But an additional $200,000 annually is required to expand the research program to meet the most pressing problems.

Research at Bend is now thinly spread in timber management research on ponderosa pine lodgepole pine, and mixed conifers. In the mixed conifer forest type, land managers need to know the best species to favor and how to regenerate trees in an unfavorable climate and with an aggressive brush problem. For the

three timber types, they need to know the most efficient methods for remedying two chronic ailments: understocking and overstocking. Many acres, because of fire or other treatment, have not regenerated properly and, therefore, the land is not producing its potential. New planting or seeding techniques are necessary. In other areas, trees have come in too thickly. Here the forest manager needs to learn how to thin out these unproductive stands cheaply to hasten the growth of the crop trees and to provide forage for livestock and wildlife.

These problems can be solved by research, and several industries and industrial organizations have asked for help. Public foresters also need these results to keep their allowable cut at programed levels and still keep these lands productive with a new timber crop. This research job is essential for a healthy and vigorous economy in Oregon.

FOREST ENGINEERING RESEARCH—HELICOPTER LOGGING IN THE PACIFIC NORTHWEST

A new concept that could revolutionize logging practices in steep mountains and other inaccessible areas of the Pacific Northwest is that of helicopter logging.

There is urgently needed a new logging system suited for use on steep slopes, areas of high recreation value and in areas where ground access is costly or otherwise impractical. A demonstration balloon logging operation is already underway in the Dean Creek vicinity near Reedsport, Oreg., and larger scale trials are tentatively planned on Deception Creek in the Willamette National Forest near Oakridge, Oreg.

The Department of Defense is undertaking experiments in heavy lifts by helicopter and various utility companies throughout the Nation have been experimenting in lifts of electric line and telephone poles in mountainous areas. The activities of the Department of Defense in the trial use of helicopters for lifts of heavy loads present an excellent oportunity for the Forest Service to work on cooperative experiments with the Department of Defense. This is the type of research which could save the taxpayers millions of dollars of losses in the years ahead. For example, on steep mountainsides, the logging of mature trees is not practical; some of our national parks contain trees that are past maturity which will become fire hazards and sources of insect infestation if not removed. Removal by helicopters could resolve many serious problems in these situations. The recent floods in Oregon demonstrated the importance of obtaining some rapid and effective means of removing logs from the beaches of Oregon. In too many cases these logs which were cast adrift through the floods came to rest upon the public beaches of Oregon where they constitute serious hazards for people using the beaches. Often it is impossible to remove these logs from the beaches to public highways but if helicopter lifts were perfected, the logs could be carried a short distance into the ocean where they could be secured in rafts. In my opinion, it would be very much in the public interest if the subcommittee would question the representatives of the Forest Service concerning their plans for the coming fiscal year and for the years ahead in the field of helicopter logging, particularly cooperative experimentation projects with the Department of Defense.

A successful program of helicopter logging could avoid erosion in our forest areas, reduce costly road construction, and bring to the market otherwise unavailable timber which might eventually constitute serious hazards in our forests.

WATERSHED MANAGEMENT RESEARCH

East of the Cascade Divide, annual rainfall drops rapidly from a high of about 100 inches near the crest to 6 inches a short distance away. Rainfall is erratic and too frequently heavy rainfall, often added to rapidly melting snow, results in destructive floods. Soils in eastern Washington and Oregon—especially in the Blue Mountains of eastern Oregon—are generally highly susceptible to erosion, and activities such as logging, grazing, and roadbuilding must be especially planned to prevent erosion and stream sedimentation. An increase of $90,000 annually is needed to strengthen the program of watershed research at Wenatchee, Wash.

The increase would allow additional research to develop ways of improving water yields through manipulation of vegetative cover. Other research would develop special management practices to maintain soil stability and prevent increased storm runoff under the multiple-use management of the forest and related range watersheds, or to reestablish stability to eroding areas. Studies of basic soil-plant-water relationships would be carried out to furnish the scientific basis for practical solutions to these watershed management problems.

In fiscal year 1965, the Senate recommended an increase for the program at Wenatchee, but it was not approved in conference with the House.

FORESTRY SCIENCES LABORATORY, CORVALLIS, OREG.

The first stage of laboratory construction for forestry research at Corvallis was funded by an appropriation of $350,000 in fiscal year 1961. These facilities are located on the campus of Oregon State University.

Twenty-seven scientists are now assigned to the research headquartered at Corvallis, and they are overtaxing existing facilities. The projected forestry program calls for 74 scientists. The cost of additional facilities to accommodate the projected program is $1,960,000. The construction could be scheduled in two stages. The first, at a cost of $650,000, would relieve crowding of the present staff and allow orderly development of the research. Architectural and engineering plans and specifications for this stage are estimated to cost $52,000. Facilities for the remainder of the projected program would be completed subsequently with the remaining $1,310,000. A site for the laboratory funded in fiscal year 1961 was provided under free lease by Oregon State University. A similar arrangement has been offered to accommodate the additions.

The research at Corvallis includes work on the fundamental biology and ecology of forest insects and diseases, aiming at development of safe and effective biological and silvicultural controls.

Related to the research on insects and diseases is an investigation of pesticide residues in forest soil and water. This complements broader studies of forest-water relationships including intensive work on forest soil characteristics, and the effect of timber stand treatment and forest development on water yield and quality.

Finally, there is research to develop basic silvicultural principles and practices for harvest, regeneration, and culture of forest crops in the true fir-mountain hemlock and coastal Sitka spruce-western hemlock forests. Associated work is aimed toward genetic improvement of Northwest trees with emphasis on seed orchard management.

RANGE AND WILDLIFE HABITAT LABORATORY, LA GRANDE, OREG.

I urge that $28,000 be provided to complete the planning on this laboratory. Forestry research scientists headquartered at La Grande are studying the management of the native ranges and habitat for wildlife in the Pacific Northwest. The present staff consists of eight scientists plus other supporting personnel. They are located in an old hotel building and have made a makeshift conversion of one room to a laboratory. The facilities are clearly inadequate for modern-day scientific research. The national forestry research program at La Grande calls for approximately doubling the size of the present program.

To provide suitable quarters for the projected program will cost an estimated $560,000. This could be provided in two stages: the first, costing $350,000, and would take care of the present program and leave some room for expansion. Architectural and engineering plans and specifications for this stage would cost an estimated $28,000. This amount was added to the fiscal year 1965 budget by the Senate but failed in conference. The second stage of $210,000 could come later and complete the installation. A site on the campus has been offered by Eastern Oregon College.

The research at La Grande deals in part with management and improvement of native range for domestic livestock. It is concerned with management and improvement of the habitat for big game. Much of the rangeland is intermixed with forest, and woodland cover is essential for suitable habitat for most big game. The program thus encompasses phases of land management that requires joint study by range and wildlife specialists. To maintain a satisfactory rate of progress in solving the problems of management now calls for an increased understanding of the elements that make up these problems. The nutritional requirements of various plants needs to be investigated. The relationship of soil characteristics to plant requirements needs to be worked out, together with means for improving the productivity of problem soils. Environmental factors that affect herbage production and allowable utilization also need intensive study. The modern laboratory and auxiliary facilities for such research would be provided by the construction proposed.

RECREATION RESEARCH AT PORTLAND, OREG.

There are nearly 70 million acres of federally owned land which have potential for wilderness use. A sizable acreage is in national forest land and is located in Oregon and the Pacific Northwest. An increase of $150,000 annually is needed to study the ways in which wilderness areas should be managed.

An urgent need is to learn how the increasing use demands can be made compatible with retaining the characteristics which make the areas unique as wilderness. It is necessary to find methods of sampling use in these undeveloped areas; to find the key elements in wilderness areas which satisfy the user needs; and to find what kind of extensive land management is required to preserve and maintain wilderness. The project at Portland is the only one planned by the Forest Service in the Western States to work on these problems. The passage of the Wilderness Act by the Congress has increased the urgency of this research.

NATIONAL FOREST RANGE MANAGEMENT

I note that the budget contains no increases for range resource management. This concerns me greatly, for the job of range improvement and management on the national forests is not getting done rapidly enough under present levels of financing.

At the recent annual convention of the American National Cattlemen's Association in Portland, which it was my privilege to address, ranchers told me of their concern about the condition of many national forest grazing areas. They know these areas need improvement and better management, including some adjustments in numbers of animals permitted to graze. Many of these ranchers are investing as much money and labor as they can in range development programs on the national forests. But even with these contributions from the stockmen, a need exists for more range development and management work.

We know how to improve many kinds of range areas. That is proven by the excellent jobs done in my own State of Oregon on the Federal lands administered by the Bureau of Land Management and the Forest Service. The fine stands of grass on Logan Valley of the Malheur National Forest in east-central Oregon further attest to what can be accomplished in improving deteriorated range areas for livestock grazing use and for other benefits from mountain lands.

The Congress needs to provide the kind of financing that will accelerate the job of improvement and better management of the range areas on the national forests. The proposed 1966 budget would finance this work at only 78 percent of planned levels. That kind of financing will not cover the jobs needed now to properly manage and improve these ranges. An increase of $3 million would bring this financing up to levels needed at this time. I urge you to consider this problem and act favorably upon my recommendation.

NATIONAL FOREST RECREATION USE

A problem that impresses me almost every time I visit Oregon, and which seems to be showing up in my mail with increasing frequency, is that recreation use of the national forests of the Northwest continues to grow at such a rapid rate that the Forest Service simply cannot keep pace with it. I see that there is a proposed increase of $2,100,000 for the item "Recreation-public use." I believe this is completely unrealistic. There are imperative needs for much more: I urge you to consider them. As a matter of fact, with such a small increase, the Forest Service will have available only about 40 percent that would be necessary to fully finance the program for the national forests which most of us enthusiastically endorsed a few years ago.

I am encouraged, however, to see that the request recognizes the impact caused by reservoir construction and that an increase of $2,645,000 is recommended. Expanded user facilities at these water resource impoundments are needed, and they are needed now. I have only to think of such examples in Oregon as the Lookout Point, Round Butte, and Cougar Hills Creek Reservoirs to recognize the very real urgency of this need. I urge you to give this item your favorable consideration.

REFORESTATION AND TIMBER STAND IMPROVEMENTS

The amount of $17,491,000 in the fiscal year 1966 budget estimate for reforestation and timber stand improvement on the national forests will accomplish about 151,000 acres of reforestation by planting and seeding and about 200,000 acres

of timber culture treatments in young stands to increase growth and improve timber quality.

This work is needed to make it possible for national forests to meet their proper share of the growing needs of the country for wood and fiber. A current report of the Nation's timber requirements and potentials is about to be released. The findings of this report, "Timber Trends in the United States," make it clear that production of wood from the national forests should be increased some 46 percent by the year 2000.

The work involved in reforestation and stand improvement benefits local communities because most of it is accomplished by local labor in the forms of direct employment and contracting. The $17,491,000 1966 program estimate will provide about 725,000 man-days of current employment to local labor forces. The young stands which are to be thinned and otherwise improved will come into production in a relatively few years making it possible for new wood-using industries to become established and for existing industries to expand. This will provide an increasing source of future employment for our expanding population.

The "Development Program for the National Forests," published in 1961, provided a 10-year schedule of forest planning and timber stand improvement aimed at obtaining the high level of timber production from national forest lands needed by the year 2000. Accomplishments and work scheduled for the first 4 years (1963–66) include about 525,000 acres of reforestation and 920,000 acres of timber stand improvements. This is only some 11 percent of the 1972 objective in the development program. It is not providing the progress needed to meet current projections of the Nation's wood requirements.

Projects planned for fiscal year 1966 can be expanded readily to a level of $28 million. The additional funds will be used almost entirely for timber stand improvement because reforestation will be given priority in fiscal year 1966 work plans to the extent necessary to plant all available trees within the $17,491,000 budget estimate. This proposed increase of $10.5 million would accomplish about 400,000 acres of highly productive timber stand improvement that would bring the 4-year timber stand improvement accomplishment up to about 45 percent of the total objective that was programed through 1966. It would also provide about 400,000 man-days of labor, primarily in areas of limited labor opportunity.

STATE AND PRIVATE FORESTRY

Oregon's chief industry is lumber. About one-half of its land area is classified as forest land. Its many and varied timber based industries produce goods valued at about $1 billion. It rates high among the States in the production of lumber, plywood, and paper. In addition, our great forests supply valuable products such as Christmas trees, floral decorations, and medicinal plants. With the wise principles of multiple use our forests are valuable for natural beauty, wildlife, recreation, water, and forage. Oregon is vitally interested in protecting, renewing, and developing its valuable forest resources.

The State and private forestry program of the Forest Service is designed to assist the State of Oregon and all other forested States in doing these very things. It is a partnership program with the States to help, encourage, and provide assistance. It is a program where the job is done by the State forester.

The President's fiscal year 1966 budget provides $17,610,000 for these important programs.

The State foresters informed me that at their 42d annual meeting in Hershey, Pa., on September 13 to 17, 1964, they resolved to ask this Congress for the following:

(1) Cooperation in forest fire control	$15,000,000
(2) Cooperation in forest tree planting	500,000
(3) Cooperation in forest management and processing	3,500,000
(4) Assistance to States for tree planting	1,500,000
Total	20,500,000

This represents a modest increase over last year and I urge your consideration. The State foresters assure me that they will continue to match our Federal dollars with State and private funds much more than the minimum legal requirement of 50–50. I submit that these forestry programs of Federal-State cooperation are a special bargain for the Federal Government and the State.

COOPERATION IN FOREST FIRE CONTROL

The program for cooperation in forest fire control provides Federal funds to assist the States to protect nearly 500 million acres of forest and watershed lands from fires. The future of the Nation's timber resources depends upon how well these lands are protected from fire. Authorization for this important program is $20 million. The President's budget for this program in fiscal year 1966 provides $12,783,000—the same as last year. During fiscal year 1964 the expenditures of State and private funds for fire protection amounted to more than $60 million. Reimbursement to the States is authorized on a 50 percent matching basis but this appropriation has provided only 18 percent.

The National Association of State Foresters has recommended an appropriation of $15 million for fiscal year 1966. Forest fire protection must be intensified. Seven million acres burned in 1963.

In my own State of Oregon, I have learned that the fiscal year 1966 Federal allotment was only $544,200 compared to a State and private expenditure of $2,538,000 in that same year. The private landowners and the State are doing their share, although more needs to be done. The Federal Government should provide its fair share if further progress is to be made in reducing the loss of our valuable natural resources. I strongly support the 49 State foresters who have urged the appropriation be increased $2,917,000 to make a total of $15 million for fiscal year 1966.

COOPERATION IN FOREST TREE PLANTING

This national program of forest tree and shrub production aids the States in the production and distribution of high-quality planting stock at low prices to owners of farms and woodlands. Most of the stock is grown in the State nurseries.

Our Oregon State forester, Dwight Phipps, produces and distributes more than 20 million trees annually from 2 excellent State nurseries. This program is a direct benefit to the Nation and our State's lumber supply.

I strongly support the National Association of State Foresters in their recommendation that the appropriation for this program be increased $200,000 to a total of $500,000 for fiscal year 1966.

COOPERATION IN FOREST MANAGEMENT AND PROCESSING

This is a State-Federal partnership program to provide technical forestry assistance to the Nation's woodland owners and forest processors. This service is provided through the State forester. Only a small percentage of the owners and processors are now being reached.

This Nation's State and private forestry lands must provide the quantity and quality of forest products needed in the future. This program will help meet this goal. It must be accelerated. I strongly support the $3,527,000 recommended in the President's budget for fiscal year 1966.

ASSISTANCE TO STATES FOR TREE PLANTING

This cooperative State-Federal program provides assistance to States for tree planting. It is designed to put idle land into producing commercial timber for the Nation's future. It has a matching provision up to 50 percent. In Oregon, where the timber industry is a major part of our economy, the State spent $372,000 on this program and received matching Federal funds of $109,000.

The State of Oregon is doing a magnificient job in restoring to forest growth such areas as the great Tillamook Burn where all the live timber was killed. It is also bringing into production the State and county forest lands which will help provide a stable economy to my State. However, the rate of progress is slow. It needs acceleration.

I strongly support the National Association of State Foresters in their recommendation that this appropriation be increased $500,000 to make a total of $1,500,000 for fiscal year 1966.

BUREAU OF LAND MANAGEMENT

I would like to endorse in its entirety the budget for the Bureau of Land Management and to point out, however, that while it is good as far as it goes, it doesn't go far enough in meeting the conservation obligations that we face.

RANGE REHABILITATION

In 1962, I appeared before this committee in support of additional funds for grassland conservation treatment on badly depleted and eroded lands in the West. The Senate Appropriations Committee was kind enough to grant that request and now 2 years later I can report, having seen it with my own eyes, that significant conservation gains have been made in southwestern Oregon where these funds were allocated. In addition, the committee allocated part of this money for comparable work in New Mexico, in Idaho, and Nevada. I am sure that the reports that came back on this work in those other States compare with the report I have. We can all point with pride to a great conservation investment wisely made.

The budget estimate relative to the Vale pilot rehabilitation propect is $1,062,000. Although the Vale project was practically on schedule for the first 3 years, the budget request for fiscal 1966 will not be sufficient to keep the rehabilitation work at the level which was indicated when the rehabilitation was originally programed. We have had such extremely encouraging results, and have learned so much as to what can be accomplished through the rehabilitation of these western grazing lands through the Vale pilot project, that I feel that the project should go forward as nearly as possible as it was originally programed. Therefore, I ask the subcommittee to review carefully with the witnesses for the Bureau of the Land Management the matter of whether this year's budget request is really ample or whether it reflects a backward step on what has been a remarkably fine rehabilitation project over the first 3 years of its life.

It is my opinion that the need to make conservation history through watershed treatment is a much greater one than the pending bill proposes. Millions of acres of public land today stand as a stark testimony to the depleted watersheds, to the erosion of natural wealth, to the destruction of the beauty of the land and to the depreciation of the utility of the land. We are not making nearly enough progress in this important soil and watershed conservation work.

When man destroys the beauty of nature there is the outrage—to draw upon Travelyan's words—man has permitted the destruction of the native grass sod of the West and now we face the obligation to restore it. Lewis and Clark's journal showed that when they went west the Columbia ran clear from its mouth to its source. Today we cannot make this claim.

I, therefore, join with Senator Metcalf and my colleagues in the Senate in asking this committee to support a $6 million increase for vital soil and watershed work on the public lands. Under this proposal approximately 500,000 acres in every State in the West and in every Bureau of Land Management operating district can be given essential basic conservation treatment for soil and watershed improvement. Some 6 million acres today are in deplorable condition. Another 44 million acres are on the critical list and on top of this an additional 125 million acres continue to deteriorate. This is a sad commentary on the condition of our great grasslands in Federal jurisdiction. On these lands the top soil is bleeding into the streams and both the upstream and downstream communities are suffering because the cover vital to good watershed protection has been destroyed and very often replaced by species of grass and weeds which are not good livestock feed nor are they good water-holding plants. Our proposal would correct this situation. The addition of 500,000 acres a year to the land to be treated will reduce the erosion of these lands perceptibly. It will enable us to start to turn the tide in favor of conservation. And I would submit to this committee that this proposal in reality is a basic part of congressional support of President Johnson's message on conservation and natural beauty.

Nor should we overlook the economic benefits that can flow from well-managed soil and water resources. The 2 years of achievements under the limited grassland conservation program initiated in 1962 are already paying dividends. I understand that in addition special work has gone forward in Wyoming and South Dakota and that this work, too, is beginning to pay dividends. To use a phrase that the late President Kennedy used in a remark to me once which I think is particularly applicable to the conservation work we are proposing. He said "A rising tide lifts all the boats."

And I would add to that a rising tide for conservation will lift all America in a constructive and useful way.

In closing this section of my statement, I wish to give special thanks to this subcommittee for the help it rendered in 1962 in establishing the Vale pilot range rehabilitation project. The subcommittee will be interested, I am sure, in current

reports as to the progress that is being made on this project. Therefore, I ask unanimous consent that there be included in the record at the conclusion of my statement a letter, dated March 2, addressed to me by Director Stoddard of the Bureau of Land Management and certain excerpts from a Bureau of Land Management report on the work being done on the Vale project.

TIMBER HARVESTING AND FLOOD DAMAGE

The budget request of $4,221,000 for this item is below the budget request of last year. In my opinion, this year's budget request should have been larger than that of fiscal 1965.

The Oregon program of the Bureau of Land Management like that of the Forest Service, which is also in this bill, has been badly disrupted by the destructive December floods which hit the Pacific Northwest. The budget before this committee does not reflect any adjustments that may be needed to enable both the Bureau of Land Management and the Forest Service to meet the requirements of reprograming and redeveloping its timber sales. The catastrophic damage that hit western Oregon will cause serious difficulties for the local log economy unless arrangements can be made to market timber available from the lands administered by these two Federal agencies.

I am also advised that one aftermath of 1962 Columbus Day windstorms is a substantial buildup in the insect population in part of western Oregon, which is also likely to break out this spring. This will threaten vast stands of extremely valuable timber with destruction.

Before the committee reports this bill these two agencies should be asked to provide a last minute report on their ability to meet their present and future timber sale commitments with the existing budget.

These operations are vast moneymakers for the Federal Government. The receipts from the sale of timber handsomely exceed the cost of processing the sales. In addition, these agencies face a real responsibility in scheduling their timber sales, in laying out the sales and the attendant roads for the prospective purchasers, and doing other forest inventory and forest management acts which are vital to preserving the sustained yield concept of public timber management. I know from personal experience that these two agencies in western Oregon have operated under severe handicaps for the last 2 years and they have responded to an extraordinary challenge with great fidelity.

I would, therefore, urge that the committee afford these agencies every opportunity to present additional information which will be useful in setting the budget level for their timber management activity. The money that may be added need not be spent if it does not become necessary. However, I think that we ought to avoid requiring that the additional costs that are involved in correcting and overcoming the conditions that stem from the flood be absorbed as a part of the budget process. This process only leads to cutbacks in other essential parts of the timber program which are not in the public interest.

O. & C. GRANT LANDS—ROADS AND OTHER FOREST DEVELOPMENT

The budget request of $8,545,000 for the coming year on this item is, in my opinion, inadequate. The latest information I have received indicates that the total damage caused by the December 1964, and January 1965, floods in Oregon will approximate $18 million. The federally constructed timber access roads to the O. & C. lands exist because this subcommittee puts one-third of the counties' share of revenues from the O. & C. lands into the road fund, with the consent of the O. & C. counties.

The counties take the position, with justification, that appropriated funds should be allocated for flood damage work. I feel that it would be inequitable to insist that the share of the counties' revenues, made available for new access road construction, should be diverted into rehabilitation works on flood damaged roads. The counties suffered extremely heavy losses due to the floods and have been subject to extraordinary expenses by reason of flood damage. I feel that they should not be saddled with the additional costs of the rehabilitation of the roads to which they have contributed so generously and that the Federal Government should assume the full cost of road rehabilitation.

The timber access road program is of vital importance to the obtaining of the full allowable cut and the proper management of our O. & C. forest lands under the sustained yield program. Action by the Federal Government in fully rehabilitating this road program will reflect wise management of our forest resources.

I appreciate very much the opportunity to present these views to the subcommittee and I thank the subcommittee and committee for the careful consideration they have given to the needs of Oregon in this great forest resource program in the past.

RANGE AND WATERSHED WORK IN SOUTHEAST OREGON

DEPARTMENT OF THE INTERIOR,
BUREAU OF LAND MANAGEMENT,
Washington, D.C., March 2, 1965.

Hon. WAYNE MORSE,
U.S. Senate,
Washington, D.C.

DEAR SENATOR MORSE: This answers your telephone request for information on range and watershed work in southeast Oregon.

Following is a progress report on the Vale project as of December 31, 1964. Enclosed are several before and after pictures of the rehabilitation program.

VALE PROJECT GOALS AND ACCOMPLISHMENTS

Practice	Vale project schedule	Completed July 1, 1962, to Dec. 31, 1964
Range management and protection:		
Resource inventory (acres)	2,764,000	[1] 2,764,000
Dependent property survey (cases)	143	[2] 143
Construction and maintenance of firebreaks and access trails (miles)	2,350	467.7
Rehabilitation, improvement, and conservation of soil and moisture:		
Brush control (acres)	715,500	104,404
Fencing (miles)	2,100	355
Seeding (acres)	428,500	[3] 106,408
Water development (numbers)	1,227	
Springs (number)		[4] 106
Reservoirs (number)		78
Wells (number)		10
Pipelines (miles)		68.6
Watering troughs		[4] 51
Water control structures (number)	22,000	1,090
Cattleguards		56
Test plots		18
Lands and minerals management and recreation planning:		
Land tenure analysis (acres)	6,500,000	2,646,505
Recreation planning (sites)	105	60
Construction and maintenance of roads, buildings, and recreation facilities:		
Roads (miles)	437	[5] 31.16
Buildings (numbers)	13	[6] 5
Recreation (number)	20	0

[1] All fieldwork is complete. Office compilation, only, is to be completed by June 30, 1965, on 1,103,700 of this total.
[2] 189 were actually accomplished of which 46 were reechecks.
[3] 8,000 acres in 13 separate seeding projects were seeded to Nomad alfalfa for the benefit of mule deer on critical deer winter ranges. In addition, bitterbrush has been planted on 179 acres in the Westfall unit. This area is fenced exclusively for deer. Bitterbrush has also been seeded on detention dams in the Harper Basin unit and in mixture with grass and alfalfa on disturbed areas around springs which are fenced for soil stabilization and wildlife.
[4] Late summer and early fall water is provided for antelope and upland birds by leaving water systems filled after livestock have been removed in 10 project areas.
Bird watering ramps have been installed in 24 developments this past year.
[5] Under construction and will be completed by June 30, 1965.
[6] Includes shop and warehouse facilities at Vale; two buildings at the Juntura guard station and the Cottonwood Mountain lookout.

The Vale project received $1,062,000 for fiscal year 1965 and it is planned to spend about the same amount during fiscal year 1966. Before the project was begun the Vale District received about $64,000 and $83,000 for fiscal years 1960 and 1961, respectively, for project work.

Work at Vale, along with comparable work in New Mexico, Nevada, and Idaho for which funds were provided in 1962 has afforded the Bureau an excellent opportunity to meet resource conservation needs. These are the first large-scale projects where the total multiple use resources of the public lands are planned for development within a relatively short period of time.

They serve to demonstrate what can be done when funds, knowledge, and cooperation are combined into a coordinated effort.

Intensive management and range resource improvement programs have helped halt erosion and deterioration of the range resource by improvement of the vegetative cover which has contributed to the stabilization of the livestock industry in the Vale District.

You will recall the Soldier Creek controversy of the late 1950's when the grazing use was substantially reduced. As a result of the improvement work completed in the Soldier Creek unit, 60 percent of that reduction will be restored beginning with 1965 grazing season; additionally improved range management concepts are being applied by the licensees.

Oregon Fish and Game Commission personnel have reported an increase in antelope numbers in the Jordan Valley area. This is a direct result of improved range conditions. Hunting as a form of outdoor recreation is of great significance in this area. The rehabilitation work will continue to benefit Oregon and the region has not only exceeded expectation but is making a substantial contribution to watershed management and effective land use.

While the progress to date is very encouraging, there is much work yet to be accomplished on this and other similar areas.

Sincerely yours,

CHARLES H. STODDARD, *Director.*

DEPARTMENT OF THE INTERIOR,
BUREAU OF LAND MANAGEMENT,
Vale, Oreg., February 16, 1965.

VALE BLM NEWS REPORT

The definite results of the Vale project, particularly of last year, were the subject of considerable discussion at the recent State advisory board meeting held in Portland. The board endorsed the project, pointing out that its continuance was necessary if the Vale project was to remain a pilot project pointing the way for similar types of land treatment.

Numerous backtrails and roads have been severely washed so that access into many areas will be difficult if not impossible until some work is done. Aerial reconnaissance indicates that almost all reservoirs are full or nearly full. Range water should be no problem this season.

Weather has held up completion of 45.6 miles of fence in the northern division also, a few acres seeding remains to be done, although this is generally completed. Seeding conditions were very good last fall. Completed were these projects:

Southern division:	*Acres*
Battle Creek	8,800
Bull Creek	3,000
Beber	870
Steer Canyon	6,100
Central division:	
Greeley	4,000
Little Sandy	2,900
China Gulch	3,700

Northern division:	*Acres*
Cottonwood	4,465
Lava	1,000
Agency Ridge	297
Clover Creek	1,459
Hope Butte	2,622
Juniper Basin	692
Juntura	589
N.G. Creek	4,593
Harper	1,155
Little Valley	691

Other fieldwork completed since July and not reported on the 2-year progress report contained in the last newsletter is listed below:

	Northern division	Central division	Southern division
Fencing, miles	15	36	14
Cattleguards installed	17	13	9
Reservoirs constructed	16	19	18
Reservoirs repaired	25	1	9
Springs developed	23		7
Springs improved	11		
Pipeline laid, miles	3.5	22	26

Districtwide plans are to spray the following areas this spring:

	Acres
Double Mountain, Harper Basin unit	13,200
Calahan Spring, Harper Basin unit	9,200
Creston Field, Skull Springs unit	3,100
Blue Canyon, Mahogany unit	7,175
Spring Mountain, Mahogany unit	3,000
Andy Fife, Antelope unit	2,720
Oregon Canyon, 15-mile unit	9,200
Overshoe Pass, 15-mile unit	8,300
Schoolhouse, 15-mile unit	4,560
Flat Top Butte, 15-mile unit	2,660
Total	63,115

Several of these brush-control areas will be seeded or partially seeded next fall according to present planning. These are: Double Mountain, 4,900 acres; Andy Fife, 2,720 acres; Oregon Canyon, 4,720 acres; Overshoe Pass, 7,320 acres; Schoolhouse, 4,560 acres; and Flat Top Butte, 2,660 acres.

Plowing for next spring shapes up as follows: Eight small seedings in the northern division totaling 9,170 acres; and 3,000 acres in the central division. One hundred and seventy miles of fencing are to be constructed next spring and summer as part of the fiscal year 1965 program. Other rehabilitation work for this coming season will be reported later.

As time goes on and we get further into the Vale project, it becomes apparent that changes in some emphasis of the original plans will be made. Notably, you can expect more brush control and seeding rather than plowing and seeding. Some plans were changed due to the webworm infestation in 1963. This does not change basic ideas or goals, but changes will occur, and next year will see the near completion of rehabilitation work on several units. We can then expect to see more time and effort spent on management and maintenance of existing projects.

Nor can we overlook the basic idea that, as the need for range rehabilitation decreases, the problems of wildlife management and recreation needs must be met. Protection of watersheds is basic, but it is closely associated with grazing needs and forage restoration.

At the Soldier Creek users' meeting held in Jordan Valley, full restoration of AUM's reduced in an agreement in 1956 was made in two allotments, Arock and Whitehorse. Partial restoration was made in the other two allotments where rehabilitation work has not been completed. Altogether, 3,413 AUM's were restored to the Soldier Creek unit beginning with the 1965 grazing season.

Restoration in Soldier Creek was based not only on the increased AUM's resulting from seedings, water developments, and brush-control areas, but also on the condition of the native range. Range condition and trend studies and utilization studies occupy the time of several conservationists in the fall. The results obtained from these studies will help determine any future restorations made in the district. The condition of the native range, not the number or acres of rehabilitation areas alone, is a primary factor on which restoration can be soundly based.

A rest-rotation system of grazing has been developed for the Arock allotment of the Soldier Creek unit. The plan was generally discussed at the Jordan Valley meeting noted above, and discussed in detail at a later meeting. The plan will be put in effect this spring.

We have emphasized that success of the Vale project hinges on the management of areas once they are rehabilitated. And, good management will largely depend on cooperation between rancher and BLM. But what management, what plans, and how should they be applied?

The answers to these questions depend to a large degree on the adaptability of an area to a particular management approach. Many areas within the district due to fenced seedings, brush control, and other rehabilitation projects appear to lend themselves favorably toward some type of rest and/or rotational grazing use. In addition, there are numerous advantages to this type of grazing.

Let's consider for a moment what actually happens on the native range when it is grazed continuously season long from year to year. Cattle being selective grazers naturally seek out and eat the more desirable forage plants first. As a result these plants are grazed more or less continuously year after year. They soon lose vigor and their ability to reproduce themselves, and as a result in time

die out. Less desirable plants which have maintained their vigor because they have not been grazed as heavily reproduce and establish themselves in the vacant areas where the more desirable plants no longer exist. This process increases progressively under this type of grazing until larger and larger areas become deteriorated to the point where only the less desirable plants are present. Where this situation exists the basic solution is to provide either periodic rest or rotation of use or a combination of both. Thus, the desirable plants can regain their vigor, produce seed, reproduce themselves, and be able to favorably compete with the less desirable plants for available moisture, space, and the other necessities for growth. When this occurs, the range improves and additional desirable forage becomes increasingly available for use.

Rest-rotation grazing does not decrease the amount of grazing use that can be made in a particular area, but it does require that some areas be grazed slightly heavier on a rotation basis to allow for the area which is being rested. The advantage of rest for one area greatly outweighs the disadvantage of heavier grazing of the other areas as they will in turn be rested, giving the desirable forage plants an opportunity to compete with the undesirable plants and increase themselves. Heavier grazing in the other pastures causes more use of the less desirable plants and in this way also decreases competition with the desirable plants.

Practicing this type of grazing may require some moving of livestock but will, for the most part, simply mean the opening of gates and pushing the cattle into adjacent fields or pastures.

We have reviewed the basic principles behind such a system of grazing for the reason that we feel that it may answer many problems of management. Without careful management of these areas the advantages resulting from rehabilitation may be eventually lost, and we will be back where we started. In all these considerations we have kept in mind that we are dealing with marginal rainfall areas where the balance between soil, moisture, and use is delicate. If we had more rainfall, the problems would be considerably less.

We have been asked, "what is the purpose of the seeding plots scattered throughout the district?" In doubtful areas where we plan to seed, 1-acre trial plots have been established. These are seeded to a variety of grasses. Success or failure of the seeding, considering climatic or other conditions, help determine whether a seeding in that locality would be practical. Ideally, these plots are installed 2 years before considering seeding of the larger area.

This district began seeding of 300 acres of bitterbrush west of Bully Creek Dam this winter. This is the first time we have seeded deer browse on this scale. The areas will be protected from stock. Should these seedings prove successful they should solve some of the winter deer-feeding problems, and could reduce the influx of deer on base properties in that area.

MAXWELL T. LIEURANCE,
District Manager.

NONGOVERNMENTAL WITNESSES

Senator BARTLETT. Thank you, Senator Morse. The committee has been pleased to hear from you and will, of course, give most serious consideration to your proposals.

Senator MORSE. Thank you very, very much.

Senator BARTLETT. Today this subcommittee is scheduled to hear nongovernmental witnesses who desire to present testimony concerning various matters in the Department of the Interior and related agencies appropriations bill.

There are many persons scheduled to appear today and in view of their number, I suggest that it is possible for the witnesses to file their statements for the record, for which consent is now given, and to summarize their positions orally.

BUREAU OF LAND MANAGEMENT, FOREST SERVICE, OFFICE OF SALINE WATER AND U.S. GEOLOGICAL SURVEY

STATEMENT OF WILLIAM E. WELSH, EXECUTIVE DIRECTOR OF THE NATIONAL RECLAMATION ASSOCIATION

Senator BARTLETT. Mr. William E. Welsh, executive director of the National Reclamation Association, please.

Mr. WELSH. Mr. Chairman, I would be very much pleased to do that and file my statement for the record. Copies were sent up.

Senator BARTLETT. We have your statement.

(The statement referred to follows:)

My name is William E. Welsh. I am executive director of the National Reclamation Association. I am privileged to appear here today on behalf of the members of our association, a large percentage of whom are representatives of irrigation districts and other types of water user organizations representing a major portion of the irrigated area of the western half of the United States.

The irrigation farmers of the West have perhaps a greater reason to be interested in every program which might affect or have a bearing upon the water supply than perhaps any other group of individuals of the Nation. It would be impossible for the farmers of the arid and semiarid West to live or make a living in that area without an adequate water supply throughout the entire growing season. Therefore, proper protection and management of the watershed of the West is vitally important to this vast segment of our population.

The irrigation farmers are also equally interested in the program of all Federal agencies relating to every phase of our water conservation, development, and use. We are especially interested in, and therefore support, the programs of the following agencies: Bureau of Land Management, Forest Service, Office of Saline Water, and U.S. Geological Survey.

BUREAU OF LAND MANAGEMENT

The Nation's population figures show how vital it is that our resources be conserved and developed to meet future demands; every acre will be needed to meet this challenge. Yet in the West, which is still a frontier of social and economic expansion, there lie some 175 million acres with resource potentials barely tapped—the public lands administered by the Bureau of Land Management. If these lands are to contribute full public benefits, the job of developing them must begin now. And the job must be adequately financed.

The key to development is water. Public domain lands form critical watersheds, which provide lifegiving water to this arid region. BLM's soil and moisture conservation work must be accelerated because it aims at raising water tables by combating soil-destroying erosion. The saved soils provide not only a vegetative cover to protect the watershed; they also give rise to trees, livestock forage, wildlife habitat—the plants from which the region draws sustenance. And all the products of these soils improve the land for outdoor recreation, a vital resource need.

A full-scale attack on public land erosion is long overdue. The longer we delay with half measures, the greater grows the problem. And the cost of solving it rises proportionately. We believe that the program of soil conservation on the public domain lands of the Nation should be accelerated. Otherwise, soils will continue to be washed away, the land scarred by gullies, the dams filled with silt. Can we afford these resource losses? Can we afford the compounded costs?

The 88th Congress showed its concern by passing the Classification and Multiple Use Act, declaring for the first time that some public lands may be retained in Federal ownership, and that retained blocks shall be managed under multiple-use principles. Such management must be based on a healthy watershed. Since, in our view, the funds proposed for maintaining and restoring public land watersheds are insufficient, we ask that they be substantially increased.

Forest Service

Attention is called to the proposals in the administration's budget for the U.S. Forest Service. We support the Forest Service budget as proposed.

During the many years that I served as watermaster on the Boise River in southwestern Idaho (1925–49), I was privileged to work very closely with the local representatives of the Forest Service in that area, and from those contacts I learned to appreciate the value of the fine work which the Forest Service is doing in watershed management and the protection of the watersheds not alone in that particular area but throughout the entire West. It, in my judgment, is truly a great organization.

The work conducted through the Forest Service with respect to administering national forests, conducting forest research and assisting the States in carrying out Federal-State cooperative forestry programs results in the improvement of watersheds vital to the supply of quality water to irrigators and other users of water. In the westernmost 11 contiguous States of the Nation alone, about 53 percent of the total streamflow of western rivers and streams originates on national forests.

In addition, forest lands in private ownerships make substantial contributions to the flows of our American rivers both in the West and in the East. On these privately owned forest watershed lands the financial assistance provided to the States through the Federal-State cooperative forestry programs provided for in this budget enables the State foresters to more adequately protect and improve these important non-Federal forested watersheds.

Office of Saline Water

The National Reclamation Association is pleased to have this opportunity to support the budget request of the Office of Saline Water. We note that the 1966 request is a substantial increase over 1965. This is good news. It indicates that the research and development program conducted by the Office has developed enough new technology to provide the basis of a construction program which will enable engineers to construct the hardware that will produce fresh water from saline sources at lower costs than heretofore possible. A review of the budget request of the Office of Saline Water clearly indicates that a major share of the increase in requesting funds is for equipment.

The water problems in many areas of the United States are daily growing more acute. Low-cost fresh water from saline sources becomes more and more important as a supplemental source of fresh water to alleviate natural fresh water shortages. We do not support the saline water conversion program as a panacea for the water problems of the United States but we do support it as an important segment of the overall Federal program currently underway to assure ample supplies of fresh water to meet the growing needs of this Nation. The members of this committee are fully aware of the grave water problems we are currently facing. Yet, these problems are insignificant compared to the problems we can anticipate in the years ahead. In view of the recent report of the U.S. Geological Survey, that water use in the United States is increasing at the rate of 25,000 gallons a minute, it is the responsibility of every American to support worthy water development programs.

That is why we feel it is necessary for us to give our full support to the current budget request of the Office of Saline Water.

U.S. Geological Survey

Last year I emphasized the great dependence that all agencies working in the field of water resources place upon the basic data and analyses made by the Geological Survey. I am very pleased that the Bureau of the Budget has assigned to the Geological Survey a role of leadership in the water data field. This it has done by vesting in the Department of the Interior principal responsibility for the coordination of water data acquisition activities and, in collaboration with other departments, the design and operation of a national network for acquiring water data. To implement Bureau of the Budget Circular No. A–67, a Federal Advisory Committee on Water Data has been established in collaboration with Federal agencies concerned and an Advisory Committee on Water Data for Public Use, consisting of representatives from non-Federal agencies and groups, will soon hold its first meeting.

A Water Data Coordination Office has been established within the Geological Survey and will maintain a central catalog of information on the national network and on other water data activities.

The National Reclamation Association urges that adequate funds be made available for an acceleration of the Nation's water data collection effort, and hopes that funds will be made available to the Survey for a strengthened data program.

I would like to stress, as I did last year, that to the irrigation farmers of the West, one of the most important phases of the work of the Geological Survey is the cooperative program. I urge that this committee assure itself that adequate funds are made available to match the anticipated offerings of States and local agencies for streamflow measurements, water quality studies, and ground-water investigations.

The National Reclamation Association also strongly supports the Geological Survey's research aimed at increasing knowledge of the Nation's ground-water resource. Only through adequate research can we be assured of getting the most from our water resources now and in the decades ahead.

The Geological Survey's geologic and mineral resources surveys and mapping activities are also of utmost national importance and need to be strengthened appreciably if the Survey is to fulfill its obligation in this critical field.

As the agency charged with the responsibility for the national topographic program the Geological Survey provides standard topographic quadrangle maps and small-scale and special maps necessary for use by many Federal and non-Federal agencies and by the public in determining, appraising and utilizing the Nation's mineral, water, and land resources. Such resources are not limitless and adequate topographic maps are vital to studies that result in the maximum national benefits from the resources available.

The National Reclamation Association reiterates its past support of the Survey's program in order that the mapping of the United States can be completed at the earliest possible date.

Mr. Chairman, I appreciate very much indeed the opportunity which has been accorded me to appear before this committee today in support of these agencies which are contributing so much to the water resource program, not only of the western part of the Nation, but to the country as a whole.

Thank you very much.

SUMMARY OF STATEMENT

Mr. WELSH. I will agree to summarize it very, very briefly.

Our association, which has membership in the 17 Western States comprising about 60 percent of the area of 48 States, has as its membership representatives from irrigation districts and canal companies on practically every project and every river basin throughout the West.

At least 60 percent of our members do represent the irrigation farmers of the West. We are, therefore, because of that fact, very much interested in the program of the four agencies which are listed on the first page of my statement—Bureau of Land Management, Forest Service, Office of Saline Water, and the U.S. Geological Survey.

WATERSHED MANAGEMENT AND PROTECTION

We are particularly interested in the Bureau of Land Management and the Forest Service. As I have stated many times, there is probably no greater group of individuals who have a greater interest to promote watershed management and protection than the irrigation farmers of the West because they must have a well-sustained streamflow runoff throughout the irrigation season.

So, we are happy to endorse the programs of those two agencies. I happen to be familiar with that area. I was out there long before the Bureau of Land Management was created. I couldn't help but notice the remarks of Senator Morse regarding the work being done in Vale, Oreg.

I moved in that area when I was a small youngster 60 years ago last fall. I am very familiar with it and I heartily endorse the program which Senator Morse called to your attention as being very

worthwhile. I know, too, the changed attitude that has taken place among the people using those resources of the West.

They all realize the importance of this protection program. In regard to the Office of Saline Water, we are very much pleased with the emphasis which the President has placed on that program. The Senate select committee, in its report a few years ago, pointed out very clearly and definitely, the trend toward our critical water situation.

We think that this program is very much worthwhile and we heartily endorse the actions of that and the work of that agency also.

Cooperative Streamflow Measurements Program

The Geological Survey is recognized as one of the outstanding agencies in gathering information and data and carrying on research in terms of water. We are especially interested in the cooperative program such as streamflow measurements. When I was watermaster on the Boise River in southwestern Idaho, we carried on stations there in cooperation with the Geological Survey that were vitally important, not just to our local area but to the entire State and the Government and that was taking place in every State all over the West.

The splendid spirit of cooperation testifies to that excellent program by the Geological Survey. Thank you, Mr. Chairman.

Senator Bartlett. How many members do you have in your association?

Mr. Welsh. Our actual individual membership totals around 4,000 but many of these are board of directors. The Twin Falls Co., represents much land and many owners, but only the members of the board of directors are members of our association.

Senator Bartlett. Thank you very much.

National Reservoir Research Program

STATEMENT OF PHILIP A. DOUGLAS, EXECUTIVE SECRETARY, SPORT FISHING INSTITUTE

Mr. Philip A. Douglas, the executive secretary of the Sport Fishing Institute, please.

Mr. Douglas. Good morning, Mr. Chairman. I will dispense with the usual initial remarks and mainly emphasize four points that I have included in the testimony that Mr. Eaton has.

First, I would like to bring to the attention of this group the wonderful 45-minute address that the Vice President made before the wildlife management group over at the Statler yesterday at the 30th North American wildlife conference.

It is an excellent speech on conservation issues and I think everybody would get a great deal out of it, as I did.

Arkansas River Reservoir Basin Development

My first point of emphasis is a plea for additional funds for the national reservoir research program. We are urging that the committee consider a doubling of the 1965 fiscal year appropriations of $375,000 to $750,000 for 1966 with an inclusion of an additional quarter of a million dollars for a tie-in to the Arkansas River Reservoir basin development, which is going on at a terrific clip by the U.S. Army Corps of

Engineers. They have a $1.1 billion reservoir construction program there which will embody some 350,000 acres of power reservoirs with which you are certainly familiar and some 200,000 acres of water storage under navigation and flood control which will be prime fields of recreation for some 5½ million man-days of fishing use.

TIBURON MARINE RESEARCH LABORATORY, WEST COAST, AND SANDY HOOK MARINE LABORATORY, EAST COAST

The second point I wish to emphasize is an equal status financially in operating funds for the Tiburon Marine Research Laboratory near San Francisco on the west coast. The current budget allowance for Sandy Hook Marine Laboratory on the east coast at Sandy Hook, N.J., is some $304,000 and we urge that your committee financially upgrade the west coast laboratory to this status.

Senator BARTLETT. Have these items been sought, do you know, by the Bureau?

Mr. DOUGLAS. To the extent that they requested $97,000 for 1966 as was appropriated last year for the Tiburon laboratory. We feel this is far too low. To answer your question, though, they have not, and we feel that the Bureau is deficient in its request and that this should be brought up to an equal status with the east coast laboratory.

There is a terrific amount of west coast fishery research necessary, as I am sure you are well aware in Alaska. We would like to see this money come out on the west coast to learn the many, many, many things we need to know about the west coast fisheries.

INCREASED SHARING BY FEDERAL GOVERNMENT UNDER PUBLIC LAW 88-578

The third point I wish to point out and emphasize to the group is that a 50–50 share in cost basis, as implied in the Land and Water Conservation Fund Act, Public Law 88–578, be brought about by this committee. We feel that the act itself, from section 5, part (c) did truly mention that the Congress would go along with a 50–50 cost sharing too, we favor the budget of $125 million, as requested by the Bureau of Outdoor Recreation for financing these programs.

The fourth item refers to the U.S. Forest Service appropriations. We have sent people down to the Coweeta Hydrologic Laboratory at Dillard, Ga., to learn of their tremendous program.

We urge that $38,000 be considered for planning and $480,000 for construction of a laboratory that can help give us knowledge on watershed management that will be a benefit to many of the multiple-use areas under forestation now. Vegetation, soils, and water involve a tremendously complex relationship.

Over the past 50 years data at this Laboratory has been collected which can be applied and used throughout the country. It is of a tremendous significance that we have facts on which to base management of these areas.

I wish to thank you for listening to our testimony this morning, Mr. Chairman. The Sport Fishing Institute would like to go on record on these four emphasized points.

Senator BARTLETT. Thank you very much. The subject to which you have addressed yourself is of interest to a good many millions of Americans, Mr. Douglas.

Mr. DOUGLAS. Thank you, sir.

(The prepared statement of Mr. Douglas follows:)

STATEMENT BY PHILIP A. DOUGLAS, EXECUTIVE SECRETARY, SPORT FISHING INSTITUTE

Mr. Chairman, members of the committee, I am Philip A. Douglas, executive secretary of the Sport Fishing Institute, Washington, D.C., the only national, nonprofit, nongovernment, professionally staffed fish conservation organization. We are supported by a large regimen of manufacturers of many items used directly and indirectly of sport fishing, as well as a number of concerned groups and individuals. I know you are aware of our program, so unless requested for additional information, I will proceed directly with my statement.

NATIONAL RESERVOIR RESEARCH

Past treatment of this program for funds to operate much-needed fresh water resources research has indeed been shabby. Fiscal year 1965 drew but $375,000 in appropriations for a program in reservoir research. We requested $600,000 with justification in our last year's appearance before this honorable committee. Tremendous numbers of inland outdoor-seeking recreationists cannot be satisfied on coastal ocean areas—they depend on more locally located aquatic manmade meccas—as firmly recommended by the late President Kennedy's Outdoor Recreation Resources Review Commission. These are being built and the reservoir construction program expanded to the fullest to help meet our many water-use demands—but without adequate knowledge we are literally in the dark abyss as to management procedures for the aquatic natural resource involved therein. Research and production of fact is our only solution. This, obtained only by essential reservoir research programs, costs money. Our plea to this committee is for a doubling of the 1965 fiscal year funds to $750,000 in 1966.

In addition, $250,000 is needed to permit expansion of the national reservoir research program to include the Arkansas River Basin reservoir complex now developing. Administratively, this will fit easily into the Missouri River studies now well underway. The U.S. Army Corps of Engineers is moving rapidly in its $1⅒ billion water resources development plan for the Arkansas. Included in this plan will be some 350,000 acres of hydroelectric impoundments and 200,000 acres of navigation and flood control reservoirs—over a half-million-acre complex of tremendous potential to the outdoor recreationist and, principally, the fisherman—with some 5½ million man-days of fishing use estimated here by 1976.

MARINE GAME FISH RESEARCH

The oceans are not boundless in their supply of marine animals. This is currently a well-recognized fact. Salt water sport fish have been grossly neglected. Their life histories, habitat, influence of estuarine conditions, pollution (thermal and radioactive problems, too), foods, harvest, and other factors need concentrated exploration by research scientists. We are too little and too late in many areas of marine biology and oceanography. Sport Fishing Institute, as a means of implementing a fair distribution of funds, strongly recommends an increase for the west coast marine fisheries laboratory at Tiburon, Calif., to equal financial status with east coast Sandy Hook marine fisheries laboratory (New Jersey). Appropriations for the 1965 fiscal year of $97,000 will be well used by the capable marine scientists at Tiburon, in their already proven marine game fish research program.

Sport Fishing Institute respectfully requests that your committee recommend added appropriation in the amount of $300,000 to permit essential program acceleration at the Tiburon facility.

In addition, but only when adequate operating funds become available for Tiburon, Sport Fishing Institute strongly advocates establishment of a corresponding fishery research laboratory on the Gulf of Mexico. Current thinking indicates that about $100,000 is required for adequate laboratory site selection studies and preliminary engineering.

LAND AND WATER CONSERVATION FUND

Public Law 88-578 establishes a grant-in-aid program of considerable value to the States. To be of maximum benefit, a 50-50 matching basis, as implied in the act, should be strongly pursued by this committee. Previous indications are that the administration is considering a reduction of Federal-State aid to a

40–60 basis, respectively—truly a breach of faith with the States, as we see it.

We strongly concur in the $125 million request by the Bureau of Outdoor Recreation for financing programs authorized by the Land and Water Conservation Fund Act of 1965 (Public Law 88–578).

FOREST SERVICE APPROPRIATIONS

Sport Fishing Institute abides by a strong need for continued and expanded watershed research—$38,000 for planning and $480,000 for construction of a laboratory can help push new knowledge over the goal line at the U.S. Forest Service Coweeta Hydrologic Station, Dillard, Ga., in the most important watershed study program ever to be inaugurated in these United States. With some 30 years of hydrologic data now recorded, using various forms of manipulation on its test plots of 45 small subwatersheds, Coweeta can provide many answers to puzzling queries on the precipitation-runoff relationships in certain forest areas. Vegetation, soils, and water involve complex relations between transpiration, interception, and evaporation and/or runoff and/or yield, that are of utmost importance in watershed management. (The Coweeta program is described in the attached SFI Bulletin, No. 160, March 1965, pp. 4–7; not printed.)

Mr. Chairman, and committee members, I have briefly pointed out several areas of deficiency for your remedial consideration. Sport Fishing Institute firmly believes these emphasized four items to be of vital concern.

I thank you for this opportunity to present our views and respectfully request they be included in the written record of these hearings.

CONSERVATION THROUGH EDUCATION

STATEMENT OF LOUIS S. CLAPPER, CHIEF, DIVISION OF CONSERVATION EDUCATION OF THE NATIONAL WILDLIFE FEDERATION

Senator BARTLETT. Mr. Louis S. Clapper, chief of the Division of Conservation Education of the National Wildlife Federation.

Mr. CLAPPER. Senator, I am Louis S. Clapper, chief of conservation education for the National Wildlife Federation. This is a private organization which seeks to attain conservation goals through educational means.

The federation has affiliated conservation organizations in 49 States. These affiliates are made up of individuals who, when combined with associate members and other supporters of the National Wildlife Federation, number an estimated 2 million persons.

I might add, Mr. Chairman, that the Wildlife Management Institute has asked to be associated with these remarks. They are involved in their convention, as Mr. Douglas mentioned earlier.

Senator BARTLETT. It shall be so.

Mr. CLAPPER. We welcome the opportunity and invitation to comment upon appropriations for the Department of the Interior and the Forest Service.

LAND AND WATER CONSERVATION FUND

We should like to comment first about allocations from the land and water conservation fund, as requested by the Bureau of Outdoor Recreation, because these affect several Federal agencies and the States. We recommend that the full amount of $125 million be allowed, split into $74,136,000 for grants-in-aid to the States and $49,424,000 for Federal agencies, with the balance to be used for administration.

In order to get this important new program off to a proper start, we request that the Appropriations Committee direct that grants-in-aid be made available to the States on a 50–50 matching basis rather than

40 percent Federal and 60 percent State participation, as announced by the President.

Most testimony during congressional hearings on this proposal was predicated upon a 50–50 matching procedure and many of the States will believe that faith was broken with them if the 40–60 sharing ratio is made effective.

We are immensely gratified that so many States are making arrangements to participate in this program, and evidence indicates that the Bureau of Outdoor Recreation is laying down broad guidelines which will insure comprehensive State programs giving attention to all suitable outdoor activities, including full enjoyment of fish and wildlife resources.

Park Service

It is our belief that the allocation of $26 million for the Park Service is well justified, centering upon acquisition in the authorized Cape Cod and Fire Island National Seashores and Ozark National Scenic Riverway and for inholdings which threaten park values or hamper administration.

We are especially hopeful that the full $20 million requested will be granted to the Forest Service for acquisition of some 150,000 acres of land, mostly in the Midwest, East, and South where many heavy concentrations of people exist. These lands can offer many varied outdoor recreational opportunities and are particularly important because of hunting.

Of the three Federal acquisition programs authorized by the Land and Water Conservation Fund Act, only that of the Forest Service offers land badly needed for hunting.

The $3,114,000 requested from the fund for the Bureau of Sport Fisheries and Wildlife, in our opinion, can well be justified for the preservation of such species as the whooping crane, Florida sandhill crane, New Mexican duck, and several Hawaiian birds. These lands, it should be pointed out, also are of value to other species of waterfowl.

We now should like to comment briefly upon certain appropriations for specific agencies.

Bureau of Sport Fisheries and Wildlife

We were distressed that only $7,500,000 is proposed for the fourth allocation from the accelerated waterfowl wetlands acquisition program and are hopeful that the committee can boost this amount back up to the $8 million allowed for fiscal 1965.

Even if $8 million is allowed, the total allocations for the 4 years will only total $33 million. This is far short of the $105 million authorized—and needed—over the 7-year period and we believe it will be necessary for the repayment deadline to be extended.

The National Wildlife Federation continues to be concerned about the effects of chemical pesticides upon fish and wildlife and we recommend that the full authorization be granted to the Bureaus of the Fish and Wildlife Service for this purpose. In fact, we hope this limitation soon can be raised. We also believe more funds should be directed toward mourning dove research.

Two other comments should be made about this Bureau. We believe more emphasis should be placed on reservoir fisheries research and marine sport fisheries research. Fresh water reservoirs and ocean waters must assume ever-increasing recreational responsibilities and additional knowledge is necessary to provide the maximum opportunities.

We hope the committee will see fit to initiate steps to bring the Federal contribution for wildlife cooperative research units up to the level for the fisheries cooperative research units.

There also is a problem with relation to a badly needed fish hatchery and we should like to call the attention of the committee to it. Our people in Utah report that $1,050,000 proposed for the Jones Hole Fish Hatchery was deleted from the 1966 recommendations by the Bureau of the Budget on the grounds that the site is inaccessible.

On the other hand, the Bureau of the Budget supposedly has impounded $1.2 million already appropriated by the Congress for a road to the hatchery site—to make it accessible. Frankly, we cannot understand the reasoning which is blocking a facility badly needed to supply trout for Flaming Gorge Reservoir, the Green River downstream, and national forests and an Indian reservation in the area. We hope the committee can see fit to seek clarification of the situation.

Bureau of Land Management

One of the major shortcomings of the 1966 budget proposal lies in the soil and moisture funds for the Bureau of Land Management. This agency is the conservator of 180 million acres of public lands, or one-fifth of the land area of the 10 Western States.

These lands cover vital watersheds. From them flow the water which is the lifeblood of the area. Legislation enacted by the 88th Congress indicates that many of these public lands likely will be retained in public ownership and they must be protected and, in some cases, rehabilitated.

The best estimates available show that some $700 million is needed for watershed conservation and rehabilitation. The budgeted increase of $25,000 in this watershed program is an inch in the right direction.

This amount falls pitifully short of what should be invested. We ask that the committee provide for an increased investment for watershed conservation of $7 million. A $20 million annual investment would be more commensurate with the task.

These lands have many significant values, including the production of fish and wildlife and provision of opportunities for recreation.

Forest Service

We support increases of funds for the Forest Service wildlife habitat research program. As you know, the Forest Service is responsible for research on the maintenance and improvement of wildlife habitat on national forests and national grasslands and other wild land areas.

Such research is conducted cooperatively with the various State wildlife agencies, the Fish and Wildlife Service, other agencies, and private groups.

This team approach has stretched the research dollar and has resulted in the development of procedures for improvement and management of habitat which point the way to great advances in the field. There is an urgent need to make knowledge available to public land managers and private holders on the most effective maintenance and improvements of wildlife habitat in harmony with other uses such as livestock grazing, timber, and water production.

There are ever-increasing demands from hunters, fishermen, and nature enthusiasts for increased wildlife. The present research effort of 25 full-time scientists in the Forest Service is totally inadequate. In our last annual convention, the delegates adopted a resolution recommending full funding for a continued and expanded research effort. In fiscal 1965, Congress appropriated $691,000 for wildlife habitat research, and no increase is proposed.

We recommend a total increase of $570,000, broken down in this manner for these research stations: Berkeley, Calif., $50,000; Tempe, Ariz., $70,000; Laramie, Wyo., $90,000; Provo, Utah, $150,000; Columbia, Mo., $160,000; and Nacogdoches, Tex., $50,000. I should like to attach to this statement a summary of the work proposed for these.

BUREAU OF RECLAMATION

The National Wildlife Federation and its affiliates in California and Arizona have been concerned about the preservation of wildlife resources in the lower Colorado River area. Frankly, we are fearful that the fish and wildlife values will be "channelized out."

We hope the committee can indicate its intent that these values be fully mitigated and provided for and enhanced when possible. We are encouraged that bureaus within the Department of the Interior on February 6 announced agreement on the construction of a dike at the lower end of Topock Marsh and an inlet channel to stabilize water levels in the marsh, an area highly prized by fishermen and for waterfowl.

We are hopeful that the Appropriation Committee, through this subcommittee or the Subcommittee on Public Works, will insure that construction of the dike is provided for in the item: "Lower Colorado River front and levee system." We also are hopeful that some 7,000 acres of suitable land will be secured to round out the 17,000-acre Cibola National Wildlife Refuge on the same river, as announced last June.

Thank you for the opportunity of making these remarks.

Senator BARTLETT. Thank you very much, Mr. Clapper, for having appeared.

SHEEP INDUSTRY PROTECTION FROM PREDATORS

STATEMENT OF EDWIN E. MARSH, EXECUTIVE SECRETARY-TREASURER, NATIONAL WOOL GROWERS ASSOCIATION

Senator BARTLETT. The next witness will be Mr. Edwin E. Marsh, executive secretary-treasurer of the National Wool Growers Association.

Mr. MARSH. Thank you, Mr. Chairman.

Senator BARTLETT. We are glad to have you here.

Mr. MARSH. In the interest of saving time, I will be happy, too, to summarize my remarks and request that my entire statement be included in the record.

Senator BARTLETT. Very well. All the statements will be printed in full text.

Mr. MARSH. The National Wool Growers Association in 1965 is completing 100 years as the recognized spokesman for the sheepfarmers and ranchers of the United States. Our principal members are in 23 States where approximately 75 percent of the Nation's wool and lambs are produced.

I am appearing before you today because we do have a very serious problem, and that is the control of predators that cause millions of dollars in damage to the sheep industry. By predators I mean primarily coyotes, bears, bobcats, lions, dogs, and wolves.

I would like to leave for the files of the subcommittee some photographs of the damage. I am not asking that they be reproduced in the record, but I would like to leave them for your files. They are not pleasant pictures, but they do show what is happening.

Senator BARTLETT. Thank you.

REDUCTION OF BUDGET FOR PREDATOR CONTROL

Mr. MARSH. In fact, these predators are on the increase, especially coyotes. In view of this, I am sure you can appreciate the fact that these sheep producers are concerned and alarmed over the fact that in the President's budget funds for predator control are reduced by $350,000, a cut of approximately 15 percent.

Now, these cuts are proposed to be made not at the supervisory level, but in the field, where the actual control work is performed. We are not only extremely concerned about the proposed reductions, but actually we strongly recommend and urge that serious consideration be given to increased appropriations for in-the-field control work and for stepped-up research into new and better methods of control.

It is very simple. Without predator control, the sheep industry could not survive. If we decrease control activities, livestock and wildlife losses will increase proportionately.

LOSSES SUSTAINED FROM PREDATOR RAVAGES

Surveys made in the Western States during the last 2 years show a tremendous loss from the ravages from predatory animals, as you will note from our written statement. The examples in our statement are typical of the reports we receive constantly from all of the western sheep-producing States, and the story is the same, increasing predatorial losses and need for more control work and more research into better control methods.

In addition to State surveys, the National Wool Growers is conducting a survey in the Western States.

I would also like to leave for the information of the committee a copy of samples of the surveys being conducted by our State organizations and the National Wool Growers Association.

Senator BARTLETT. They will be accepted.

Mr. MARSH. One of the questions we have asked growers is: "Could you operate without a predator control program?" And the answer on hundreds of these forms is a unanimous, "No." Grower after

grower stated that the losses would be so great that they would be unable to stay in business. A number of these statements are given also in our written testimony.

Now, we strongly feel that the present cooperatively financed control program is very ably and efficiently administered by the U.S. Fish and Wildlife Service. However, we find it simply inadequate to get the job done.

FUND SUPPORTED BY FEDERAL GOVERNMENT, STATE GOVERNMENTS, AND INDUSTRY

Our written statement also points out that this is a cooperative program, a program employing Federal funds, State funds, and substantial funds contributed by the growers themselves. The Federal Government has been contributing about one-third of the total expenditures in this cooperative program.

In some States the grower contribution is very large. For example, the Idaho Wool Growers tell us that their members put up $2.50 for every $1 of Federal appropriations for predator control.

Now, the predatory animal that inflicts the main damage to the sheep industry is the coyote. Our written statement for the record sets forth the importance of the cooperative program in coyotes during the past 50 years, and the results of that program to date, which we feel are very significant.

NECESSITY FOR RESEARCH ASSERTED

Not only is the stepped-up control program an economic necessity, but we need a great deal more research into new and better control methods. That is especially true as our western Federal lands become more heavily populated.

In conclusion, we respectfully submit the following recommendations:

(1) We recommend more predator control work.

(2) We urge increased appropriations for this work in the field, that is, at the trapper level.

(3) We also urge more basic research looking toward new and improved control methods.

Thank you.

ESTIMATES OF MONETARY DAMAGE

Senator BARTLETT. Mr. Marsh, are there any estimates of the monetary damage suffered on account of all predators in the States in which your organization exists?

Mr. MARSH. We estimate it at from $17 to $20 million a year.

Senator BARTLETT. Are there any estimates of the coyote population?

Mr. MARSH. No, I cannot give you an estimate of that, I do know that it is on the increase, and we are not certain just what is causing the increase in the last few years. We do think that they are getting a little more wise to the poisons and the control methods that are being used.

Whether it is a cycle, whether this increase is going to continue, we do not know. But we do know that they are increasing and that the damage is becoming more heavy all the time.

Senator BARTLETT. Do you find much opposition to predator control programs?

Mr. MARSH. Some, yes, but not a great deal.

Senator BARTLETT. Are all the States in the West cooperating in the program?

Mr. MARSH. Yes, they are.

Senator BARTLETT. Thank you very much.

(The prepared statement of Mr. Marsh follows:)

STATEMENT OF EDWIN E. MARSH, EXECUTIVE SECRETARY-TREASURER, NATIONAL WOOL GROWERS ASSOCIATION

This statement is presented on behalf of the National Wool Growers Association, which in 1965 is completing 100 years as the recognized national spokesman for the sheep farmers and ranchers of the United States. The National Wool Growers Association membership consists of 20 affiliated producer organizations which are as follows: Arizona Wool Growers Association, California Wool Growers Association, Colorado Wool Growers Association, Georgia Sheep & Wool Growers Association, Idaho Wool Growers Association, Indiana Sheep Breeders Association, Maryland Sheep Breeders Association, Mississippi Sheep Producers Association, Montana Wool Growers Association, Nevada Wool Growers Association, New Mexico Wool Growers, Inc., Oregon Wool Growers Association, Texas Sheep & Goat Raisers Association, Utah Wool Growers, Inc., Washington Wool Growers Association, Western South Dakota Sheep Growers Association, Wyoming Wool Growers Association, Wisconsin Cooperative, Inc., and North Central Wool Marketing Corp. In the 23-State area covered by these organizations approximately 75 percent of the Nation's sheep, lambs, and wool are produced.

Today we are faced with a very serious problem—controlling the menacing and destructive predators that cause millions of dollars of damage to the sheep industry each year. In fact, increasing numbers of predatory animals threaten the very existence of our industry. Therefore, we appear before you today in strongly urging that no reductions be made in funds appropriated for predatory animal control. Furthermore, we recommend that serious consideration be given to increased appropriations for in-the-field control work and for stepped-up research into new and better methods of control.

Sheepmen are extremely concerned to learn that substantial reductions have been recommended in funds for predatory animal control work. And, even more disturbing is the fact that 96 percent of this reduction is recommended for 17 Western States. Furthermore, this proposal calls for the cut to be made at the trapper level where the control work is actually performed. The question in our mind is not one of how much the funds can be reduced, but how much can they be increased?

An adequate predatory animal control program is vital. If predator numbers are allowed to expand through inadequate control, the very existence of the sheep industry in many parts of the country will be severely jeopardized. Also, through inadequate predator control we strongly feel numbers of deer, antelope, elk, and game birds such as the grouse, quail, and pheasant, would undergo a rapid decline. In fact, this is already occurring in some areas at the present level of predator control. Rabies carried by certain predatory species could also endanger livestock as well as human lives.

It is very simple—without predatory animal control the sheep industry in most areas of the country could not survive. We are saying, then, that if predatory control were to be eliminated, the sheep industry to a large extent would also be eliminated. In other words, if we are to decrease control activities, livestock and wildlife losses will increase proportionately; if control measures are increased, livestock and wildlife losses will decrease proportionatey.

Domestic livestock killed by predatory animals cost the livestock industry several millions of dollars in damage each year. If this loss is combined with the substantial wildlife depredations, the overall loss picture is staggering. Yet this is only a small fraction of what the loss picture would show without a control program or with a greatly curtailed program.

A recent Wyoming survey shows that losses due to predatory animal depredations cost Wyoming sheepmen $767,300 in 1963.

A 12-county survey in Colorado during the 1962–63 winter period showed a loss of 48,330 sheep, or a 7.5-percent loss due to predators. At a value of $19 per head, this loss cost these 12 counties alone almost $1 million. A later 1963–64 survey of a larger area indicated a 5.8-percent loss, or 62,669 head of sheep with a valuation, based on USDA data, of $1,077,907.

Nevada lost 22,249 sheep (does not include lamb loss during the spring lambing season) to predators in 1963, according to a Nevada Wool Growers Association survey—7.3 percent of their total sheep population. Valuing these animals at $16 per head, a total economic loss of $355,984 was recorded. A 1964 Nevada survey of both ewes and lambs lost indicated a 4-percent ewe loss and an 8.67-percent lamb loss. This amounted to $586,414 loss during that year. If extended to a 5-year period, it would amount to a $2,932,070 loss.

These examples are typical of the complaints we constantly receive, from all of the Western sheep-producing States. The story is the same—increasing predator losses and need for more control work and more research into better control methods.

COULD YOU OPERATE WITHOUT A PREDATOR CONTROL PROGRAM?

In a questionnaire widely circulated during the past year, growers were asked, "Could you operate without a predator control program?" The answer to this question on the hundreds of forms returned was a unanimous "No." A significant representative statement made in the explanatory part of this question comes from the Little Land & Livestock Co., Howe, Idaho—"Losses would be so great that we would be unable to stay in the business."

A survey is still underway and here are a few samples of statements we are receiving on the inability to operate without a predator control program:

Siddoway Sheep Co., St. Anthony, Idaho, "Predators would soon increase until they would make range sheep operations impossible in our area."

Karl Wilde, of Geneva, Idaho, "I could not operate because I can't take care of the whole range just to control coyotes on my own."

Ray Lincoln, Twin Falls, Idaho, "Losses would be too great. I am not an experienced trapper. It takes many years to learn."

Bolen Uresti, Challis, Idaho, "Coyotes would put many out of business."

Arnaud Etchamendy, Phoenix, Ariz., "It's impossible for one individual to take care of predators by himself on trailways and forests."

Garfield Paltenghe, Wagon Mound, N. Mex., "Without the very strenuous efforts along the line of predator control, restocking of game and livestock would be to no avail."

Sitgreaves Sheep Co., Wickenburg, Ariz., "Our losses would be so great we would be unable to stand it year after year."

W. A. Banks, a Vernal, Utah sheepman who runs primarily in Colorado, "We couldn't operate without a predator control program."

U. S. Archibald, Gillette, Wyo., "Because of higher labor and operational costs, we would have to quit."

Burt R. Cooper, Lagrange, Wyo., says, "All I can say is that if the predatory animal control program is discontinued, I know a sheepman just as well quit the business."

Phil Hoon, Zillah, Wash., says, "I think it would be almost impossible to run sheep without trappers."

Robert Lyle, Pullman, Wash., says, "Our predatory animal man has too large an area to cover. Without a control program there isn't enough profit to cover the loss."

Texas sheepmen in a joint statement said, "Predators would soon do so much damage that sheep and goat raising would not be profitable. We must have predator control or we can't stay in the business."

E. Willis Nottingham, Avon, Colo., "We need more trappers and more 1,080 stations."[1]

George Swallow, Ely, Nev., "We could not operate without a predatory control program."

Stanley Ellison, Tuscarora, Nev., says, "We would have to quit if we didn't have a control program. We need more control and not less."

Oliver F. Lee, Rexburg, Idaho, "I can't get competent help to control predatory animals."

Tom Burton, Cambridge, Idaho, "With the rapid increase in coyotes, we would be out of the sheep business within 4 years."

Nick Chournos, Tremonton, Utah, "We can't stand the loss financially."

Wintch Livestock Co., Manti, Utah, "An effective control program requires a group effort."

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[1] A chemical poison used in control work.

We strongly feel that the present cooperatively financed predator control program is very ably and efficiently administered by the U.S. Fish and Wildlife Service. However, as so vividly pointed out by many sheepmen in the above-mentioned questionnaire, this is simply not enough. A. E. Davis of St. Anthony, Idaho, emphasizes this when he states, "Our trappers have so much area to cover that it is impossible for them to keep close to all the problem areas. The coyote is increasing every year in spite of all our trappers can do. We need more money and men to cover so much area."

INCREASED CONTROL FUNDS ARE NEEDED AT THIS TIME

Increased funds are needed at the trapper level because it is here that the actual control takes place. Yet, it is at this level that cuts are proposed to be made. This is extremely difficult for us to understand since there are reports from almost every State that losses due to predators are on the increase in spite of the fact that the U.S. Fish and Wildlife Service and various State agencies are doing the best job possible with the funds available. The need for more control work in the field is vividly shown in the following statement:

J. O. Wallace of Soda Springs, Idaho, reported going on the forest in July of 1963 with 2,584 ewes and 2,871 lambs and coming off on September 12 with 2,437 ewes and 2,609 lambs, or a loss of 262 lambs and 147 ewes. These losses on the forest were all by coyotes, in addition to his losses on the spring lambing range. Wallace said, "This cost us about $5,000 last year."

A Wyoming sheepman said in 1961 and 1962 his losses were extremely heavy. "In 1961 we lost 71 lambs due to coyotes and in 1962, 81 lambs due to coyotes, after which this area was heavily controlled with 1,080 poison, getters and steel traps. This year we didn't have any significant losses."

Another Wyoming stockman, Charles Julian, says, "I know of about 53 ewes valued between $25 and $30 each that were killed by coyotes last winter in an area where very little poison and very few coyote getters were used."

Robert Aja, Aja Sheep Co., Buckeye, Ariz., says "During the winter of 1962, 1,080 poison was used on our ranch and some surrounding ranches. During the 7 months we ran our sheep on the ranch in 1963—April through October—we didn't lose any sheep to predators. But the year before we lost 150 head in the same period of time. We also lost 90 head in the valley on irrigated pastures that lay next to the desertland that hasn't had any 1,080 poison for some time."

The Ohaco Sheep Co. in Phoenix, Ariz., lost 154 sheep and lambs to predators in 1963, 134 to coyotes, 5 to bears, and 15 to dogs.

A Fish and Wildlife report for Washington shows that George Hislop of Yakima lost 40 sheep to coyotes in 1963, and Bill Kruse of Rockford lost 42 sheep to bears.

"I lost 145 sheep and lambs between June 1 and October 1, 1963," states John Aleman, Buckeye, Ariz.

B. Y. Peacock of Jacksboro, Tex., says, "Many years ago I brought the first goats to Jack County. Since then Jack County and surrounding counties have many goats. Last summer the predatory animals, including wildcats, wolves, coyotes, dogs, and so forth, almost put me out of business. I lost 70 young goats in 3 months. That, with drought, made me sell out in September."

Robert Herring, Tom Green County, Tex., reports a loss of 200 sheep to one female coyote. He goes on to say that this one coyote would probably have caused him to stop raising sheep except that a predatory animal hunter was assigned there and finally caught the destructive animal.

John Jourgensen, Salina, Utah, lost nearly 300 head last summer near the head of Salina Canyon. It seems that lions and bears did the most damage. John said, "It might have been a break-even year if it hadn't been for the large loss. At $15 a head, this loss would amount to $4,500."

Wilfred L. Benally, N. Yazzie, and R. Wilbert of New Mexico said that they lost around 100 sheep at an estimated monetary loss of $2,000.

A sheep ranch near Shiprock, N. Mex., estimates their loss at 93 head during 1963 at a cost of $1,860.

Jean Etchamendy lost 30 sheep to coyotes between June and July, 10 miles north of Snowflake, Ariz., in Navajo County.

The Paradise Sheep Co. of Chandler, Ariz., estimates their 1963 loss at 300 head of ewes and lambs. They estimate their personal predatory animal control expense, including the lost sheep, at $7,200.

Further evidence supporting our request for additional appropriations to increase control work is shown in the answers we received on our survey question,

"Are predator control methods sufficient?" From the States that have replied so far to the questionnaire, the answer to the above question has been almost a unanimous "No." In explaining their views on the inadequacy of the present control program sheepmen say, "It just isn't enough." Typical of their explanation of this comes from:

Garnet Kidd, Burley, Idaho, "Too many restrictions on uses of control material—not enough money and labor."

John Jorgensen, Salina, Utah, "Coyotes have increase for several years, also bobcats, cougars, bears and dogs. Our program hasn't been sufficient."

Ralph Siddoway, Vernal, Utah, "We need more bait stations—more den catching."

Lee and Bruce Barton, Manti, Utah, "More funds are needed to finance more trappers."

Jean Etchemendy, Tempe, Ariz., "Our losses this fall made it necessary for us to ask for assistance. With the help of the Wildlife Service trappers and our own efforts, we are not losing any sheep for the time being."

These are just a few representative reports received from sheepmen on their heavy losses. To us, this strongly indicates that more control is needed and not less.

HAMPERED IN EFFORTS TO CONTROL

More effort and not less is needed today even to maintain the present level of control. Because of our rapid population growth and expansion during the past two decades, some of the best known control methods can only be used sparingly except in areas not inhabited or seldom traversed by man. This creates at best a checker-board type of control. The noncontrolled blocks are excellent breeding grounds. The present force is not sufficiently large in most cases to cope with this problem. Certainly a reduction in force would aggravate the present inadequate control program. The cagey and cunning coyote knows no boundaries and shuns areas where he is most molested.

Ole Drageset, president of the Western South Dakota Sheep Growers Association sums it us this way: "In this State we have had a very successful predator control program carried on by the U.S. Fish and Wildlife Service, but in spite of this, predators have been slightly on the increase and there has been a small increase in the losses in sheep as a result of this.

"If the amount allocated for South Dakota should be decreased 15 percent, then the predator control program would naturally be curtailed and this will result in an increase in losses, along with an increase in the predatory animal population. What we should work toward is to have the amount of funds increased rather than decreased so that we could stop the increased predator population."

H. B. Embach, secretary of the Arizona Wool Growers Association says, "I am informed that in Arizona the cut proposed will amount to $15,000 and that means taking three men off the payroll. We do not have enough as it is."

The Utah Wool Growers Association reports that "During recent years predators have been greatly on the increase and losses from predator depredation have likewise increased. If proposed reduction in Federal contributions is finally programed, it will reduce the hunter force in the State by five men. We do not need a reduction, but rather an increase in funds."

COOPERATIVE FUNDS

Another evidence of the necessity of an adequate predator control program is the fact that sheepmen tax themselves heavily for control funds. Utah, for example, now has a bill before the State legislature to increase the levy assessed sheepmen for predator control work by an additional 20 mills. This will make, if passed, a total assessment of 65 mills for predator control. The Federal Government contributes roughly around 30 percent of the total expenditures used in the cooperatively financed program. A reduction in the Federal share could also work like a double-edged knife blade in some States since it could definitely lead to cuts in the amount contributed from other sources.

Arizona Wool Growers Secretary, H. B. Embach, states, "It may also lead to a cut in the cooperative funds contributed by the Arizona Livestock Sanitary Board and the Arizona Fish and Game Commission. These two State agencies contribute $43,500 and $32,500 respectively each year for the predator and rodent control work that is administered by the Bureau here in Arizona."

The Idaho Wool Growers Association reports that during the last fiscal year the U.S. Fish and Wildlife Service in Idaho spent $37,924 in the field for hunters and trappers. They further report that under the proposal this would be cut to around $10,500.

The association states that this is a drastic reduction; further, that for years sheepmen in Idaho have contributed between $70,000 and $90,000 per year in predator control work. They point out that the sheepmen in Idaho contribute $2.50 for every $1 of Federal money, yet Idaho's land is 64 percent federally owned.

PREDATOR DEPREDATION

Coyotes present the greatest menace to the ewe and lamb on the western ranges. However, other predators are also very destructive in given areas. Bears cause considerable damage in some sections. For example, we have a report of 82 sheep being killed by bears at Jaekel's ranch near Glenwood, Wash.

Mountain lions, mainly a meat-eating animal, cause considerable damage in some States. Mariane Manterola of Casa Granda, Ariz., says she has seen occasions when as many as 50 ewes were killed in 1 night by 1 lion. Utah has a relatively large population of lions, which require considerable control work.

The fox is becoming an increasing menace. Once considered not too threatening in predator work, this swift, silent animal now ranks as one of the biggest killers of game birds and small game animals as well as the newborn baby lamb.

A South Dakota study published in a booklet entitled "What Happened to South Dakota's Pheasants in 1964?" by Oren Bates states that "pheasant flesh comprises 57 percent of the fox's diet by volume." The same report states that "scattered above a fox den near Wheatland, Wyo., were found the remains of 1 muskrat, 2 pigs, several rabbits, and 29 pheasants."

In the November 27 edition of the Deseret News (Salt Lake City, Utah) the Goshen Valley Wildlife Federation (Utah) called for help in protecting the ducks and pheasants in that area against the fox. "This federation is willing to present the field evidence to anyone who will take the time to look. We know what the fox is doing to our wildilfe."

Sheepmen in many States are also reporting increased lamb losses from the fox.

The October 1964 Reader's Digest points out in an article condensed from National Wildlife, "The more the American red fox is hunted, trapped, and chased, the smarter he becomes. Today, there are far more foxes—and far smarter ones—than our forefathers ever knew. In trying to outwit the fox, man has forced him to become the canniest animal in the countryside." The same thing can be said about the fox's closest related brother, the coyote.

Other predators taking their toll include bobcats and wolves. But by no means are losses restricted to these animals. Killings by dogs are definitely on the increase throughout the country, and in some cases rate top or second from the top in total numbers killed. Also, the golden eagle continues to be a serious menace, especially to the small baby lamb during the lambing season.

Typical of the reports received on losses due to eagles are these remarks by Joe Pfister, a Node, Wyo., purebred sheep producer: "Eagles have been of more concern to us the last few years than coyotes, as they are dangerous at lambing time. Even under fence and as a relatively small and efficient purebred operation we lose lambs each year that we cannot account for—they just disappear. How many the eagles pick off we will never know, but we did find a lamb carcass awhile back on top of a windmill platform."

COYOTES KILL THE MOST AND COST THE MOST

The cunning, sneaking, cowardly, yet aggressive and prolific animal, the coyote, has spread during the past century from the Western United States to practically all of North America, and has become the most destructive predator on the continent. In some localities, he's practically the entire problem for predatory animal control.

The coyote is said to be an animal of the plains, yet with food in sight, and circumstances compelling, he thrives anywhere from desert sands to eternal snows, from the limitless plains to the thickest forests, from seashores to mountain tops, and from wilderness to metropolitan areas. And why? Because he is exceedingly hardy and because his variety of food supply is almost limitless.

The coyote is destructive to ground nesting birds, destructive to the young deer and antelope, and in many localities, he has caused heavy loss to farm poultry, to pigs and goats. Last, but certainly not least, he is the greatest menace known to the sheep industry of North America.

Since coyotes cause the most damage, more has been spent for coyote control. According to figures of the U.S. Fish and Wildlife Service Federal cooperative coyote control expenditures for the past 50 years total $69,538,000 of which $24,224,000 were Federal funds and $45,314,000 was furnished by individuals, associations, counties, and States.

These statistics have significance only when compared to the value of the resources protected by control work. Among the domestic animals, poultry, cattle, and sheep are benefited—the last thing being the chief recognized beneficiary. It is generally recognized that western sheep losses by predator depredations were from 10 to 15 percent of the sheep population, possibly higher, before organized control came into operation. The industry in the range States as a whole now sustains an annual loss of between 2 and 5 percent. Hence it would be conservative to estimate savings to the sheep industry in the West of 8 percent annually. Applying this percentage to USDA data on sheep numbers and values shows an estimated saving during the past 50 years of $1,370 million. In other words, the total cost of the Federal cooperative control program has paid off nearly 20 times over in the past half century considering only one of the industries and activities benefited. For this reason, predatory animal appropriations can actually be considered an investment by the Government since more is returned by the tax route on sheep saved from predators than is actually spent.

Research on new and safer methods of control is always needed. Control does not mean eliminating but rather the effectuating of a balance between wildlife, nature, and man. It is for this reason that the National Wool Growers Association has always strongly supported an active research program on new control methods.

Proponents for reducing predator control have suggested that "control should be limited to the troublesome species—Preferably to the troublesome individual." We wish to go on record strongly opposing this control method. While in theory the suggestion sounds good, any stockman, hunter, representative of the Fish and Wildlife Service or any sportsman familiar with the habits of wild animals will tell you this is not practical—in fact, virtually economically impossible. Each year within each State certain localities or areas develop as "hot spots." In this regard, we commend the practices of concentrating efforts in these areas until the predator problem is solved, while at the same time continuing control efforts in other areas. If the control program were restricted solely to "hot spot" areas, it would only be a short time until an entire State would become a "hot spot." Uniform control on a national basis is vital.

In summary, we wish to again emphasize that predatory animals are definitely known to be on the increase in spite of the present control efforts of the U.S. Fish and Wildlife Service. If these predators are allowed to increase further because of a greatly curtailed control program, the very existence of the sheep industry in many parts of the country will be severely jeopardized. Therefore, we respectfully submit the following recommendations:

1. More predator control work is needed.
2. We recommend increased appropriations for this work at the field or trapper level.
3. More basic research is needed looking toward new and improved control methods.

MARKED DEFICIENCIES IN INDIAN HEALTH

STATEMENT OF DR. CARL MUSCHENHEIM, ASSOCIATION ON AMERICAN INDIAN AFFAIRS AND COMMITTEE ON INDIAN HEALTH

Senator BARTLETT. Dr. Carl Muschenheim, Association on American Indian Affairs and Committee on Indian Health.

Dr. MUSCHENHEIM. Mr. Chairman, I thank you for this opportunity to appear before the subcommittee to comment on the budget request of the Division of Indian Health for fiscal year 1966.

I have a prepared statement which I shall hand you. I would like to comment merely on several points, if I may.

First, I should like to point out that the budget request is a very modest one. Our association recommended 10 years ago a budget of $60 million for this work, and this figure was reached only in fiscal year 1965.

With the increases, great strides have been made, but there are still marked deficiencies in Indian health, with which I am sure, Mr. Chairman, you are familiar: such figures as tuberculosis mortality among Alaskan natives, seven times that of the national average; among Indians in general, five times that of the national average; infant mortality at least twice as high; gastroenteric deaths in the neighborhood of five times as high. So there remains a great deal to be done in general.

Sanitation Construction Program

Specifically, I should like to comment on the appropriation for the sanitation construction, which at approximately $4 million is about the same as it has been the past several years. At this rate, it would take at least 15 years to accomplish the goals which have been set for the improvement of Indian sanitation.

I will not go into the details of the deficiencies here, except to mention that still 70 percent of Indians haul their drinking water at least a mile or more.

We suggest, therefore, respectfully, that this item be doubled to $8 million, to expedite the work, plus an additional request which has been made at $2.2 million in connection with approved housing projects, many of which are stalled because of the lack of sanitation facilities.

Funds for Eradication of Trachoma

Thirdly, I should like to point out the needs with regard to a disease which exists only in the Indian population, virtually, and has for years been completely eliminated from the general population; namely, trachoma.

We are reliably informed by the best authorities that trachoma could be wiped out in 5 years of intensive effort, at the modest cost of $250,000 per year for 5 years.

We find no special item of this kind, and we therefore ask for an additional appropriation of this amount so that an effective, intensive program may be started immediately.

Indian Mental Health Programs

Fourthly, there is an obvious and urgent need for the development of programs in mental health in the Indian population. In this regard we understand that the Division would be able to start a pilot project on the Pine Ridge Reservation.

I appeared last week before the House committee and was invited by Congressman Denton, the chairman, to submit an additional statement about the needs for mental health.

Senator Bartlett. An identical invitation is now issued to you, Doctor.

Dr. Muschenheim. Thank you, sir.

That is a copy of my letter to Congressman Denton on that matter.
Senator BARTLETT. Thank you very much.
(The letter referred to follows:)

PINE RIDGE RESERVATION MENTAL HEALTH PROGRAM

MARCH 9, 1965.

Congressman WINFIELD K. DENTON,
Chairman, Subcommittee on Interior Appropriations, House Appropriations Committee, Washington, D.C.

DEAR CONGRESSMAN DENTON: I am most grateful to you and to your subcommittee for the opportunity which was afforded me to appear before your group. At the conclusion of my testimony, Congressman Reifel suggested that I write you further about the proposed mental health program on the Pine Ridge Reservation, which I had mentioned briefly in my testimony. I am happy to comply with this suggestion.

Let me start out with a few comments on the general problem of mental health among Indian people. On the basis of national estimates there are nearly 38,000 American Indians and Alaska natives with treatable mental and emotional disorders. Included in this number are well over 2,000 children under 16 years of age. They live on isolated reservations which lack community mental health services.

Generally, the emotionally disturbed Indian does not receive care until his condition becomes so acute that commitment to a psychiatric facility is indicated. By that time his chances of full recovery and rehabilitation are markedly lower than if his symptoms had been detected earlier.

Each year the number of hospitalized emotionally disturbed Indians is increased by 1,000 who are admitted to psychiatric facilities for the first time. There the language handicap and different cultural background often prevents an Indian from reaping benefits from a program intended to reorient him to reality through therapy.

Some reservation Indians might benefit from mental health programs which are now being developed under the Community Mental Health Act. However, most of the States with concentrations of Indian population simply do not have the personnel or funds to reach into the Indian country to deal with the complex problems of mental health there. This is why it is so important for the Division of Indian Health of the Public Health Service to be given an opportunity to cope with this aspect of the problem of Indian health.

While the Public Health Service would not be in a position of engaging at this time in a comprehensive nationwide Indian mental health program, it is our understanding that the Service would be able immediately to begin a pilot project in one community. The results of such a pilot project could be used in determining the character of the problem and the possible solutions. Our Committee on Indian Health has been greatly concerned with this phase of the Indian health problem and has communicated this concern to the Division of Indian Health. From our discussions we gathered that the Division would be prepared to begin a pilot program on the Pine Ridge Indian Reservation. It is our understanding that such a program would cost approximately $100,000 during the first year. This would cover a team of specialists and consultants who could help train the hospital and field health staffs of the Public Health Service in recognizing and handling early symptoms of personality disorders. Beyond that, the specialists could work with teachers of the very young and thus help prevent the onset of emotional disturbances.

It is anticipated that this project will achieve a gradual reduction in mental illnesses, school dropouts, suicides, self-inflicted injuries, accidents, broken homes, juvenile delinquency, problem drinking, and neglect of children. Furthermore, it would reduce the number of days of hospital care needed for psychosomatic conditions.

In the light of these comments, we hope that your subcommittee will allow an additional appropriation of $100,000 for the Division of Indian Health, permitting it to start its mental health program on the Pine Ride Reservation during the coming fiscal year.

Sincerely yours,

CARL MUSCHENHEIM.

PREVENTIVE SERVICES

Dr. MUSCHENHEIM. Finally, there is an evident need for increased overall preventive services. Our association would like to join with others, such as the Surgeon General's Advisory Committee on Indian Health, the Indian Subcommittee of the State & Territorial Health Officers, and the American Academy of General Practitioners in recommending an annual increment of $5 million for program activities particularly in preventive services.

This completes the highlights which I wanted particularly to bring to your attention, Mr. Chairman.

I thank you again for this opportunity to appear.

Senator BARTLETT. The committee is very grateful to you, Doctor, for your appearance.

This is a subject of deep personal interest to me, and I am very glad to have your views. They will be carefully considered.

Thank you.

(The prepared statement of Dr. Muschenheim follows:)

STATEMENT OF DR. CARL MUSCHENHEIM, CHAIRMAN, NATIONAL COMMITTEE ON INDIAN HEALTH OF THE ASSOCIATION ON AMERICAN INDIAN AFFAIRS

Mr. Chairman and members of the subcommittee, thank you for this opportunity to appear on behalf of the Association on American Indian Affairs.

The Association on American Indian Affairs is a national voluntary organization founded in 1922. As a major part of its program, it assists American Indian and Alaska native communities in their efforts to achieve economic and social equality with other American communities.

Its national committee on Indian health is composed of doctors, anthropologists, and tribal and public health workers who are experienced in the conduct of health programs on the reservations.

We share the subcommittee's concern over the low health status of the 380,000 American Indians and Alaska natives in 24 States who are beneficiaries of the Federal Indian health program. We welcome this opportunity to review their health needs and to comment on the budget request of the Division of Indian Health for fiscal year 1966.

In recent years our association has communicated with the Congress in support of such measures as the transfer of health services from the Bureau of Indian Affairs to the Public Health Service in 1955; and Public Law 86-121, the Indian Sanitation Facilities Act.

Last year our association joined with other interested organizations in designating 1964 as Indian Health Year. During the year it held regional and tribal consultations on Indian health and it sponsored the third national conference on Indian health, held in New York City on November 19.

At these field consultations and at our national conference, members of the medical profession and Indian tribal leaders alike stressed three main themes. First, they emphasized the importance of viewing the Indian health program in the broader context of a massive campaign to combat poverty among Indians and Alaska natives. Second, they underscored the urgent need for substantial increases in preventive health services and in the construction of sanitation facilities. Third, they highlighted the need for vital new programs: A comprehensive mental health program for Indians and Alaska natives and a special program on trachoma.

It is these three themes that I wish to stress here today.

President Johnson has pledged an unconditional war on poverty with the Indians in the forefront. No group in America suffers such great disadvantages. A few brief statistics suggest the harsh profile of Indian poverty: Unemployment, 45 to 50 percent; median family income, $1,500; housing, 90 percent below acceptable standards; average educational level, 5 years; average age at death, 43 for Indians and 35 for Alaska natives.

Poor health, meager education, low income, and wretched living conditions are the cardinal points on the vicious circle of Indian poverty.

Indian and Alaska native communities have responded to the war on poverty with renewed hope and vigor. Many are now planning ambitious development programs to attack the root causes of poverty.

The goal of the Division of Indian Health is to elevate the health status of American Indians and Alaska natives to a level comparable with the general population.

Marked progress has been made toward that goal in the past 10 years. Since the transfer of program responsibility to the Public Health Service from the Department of the Interior in 1955, infant mortality is down 34 percent among Indians and 38 among Alaska natives. Tuberculosis deaths among Indians have declined 55 percent and among Alaska natives 84 percent. Deaths from influenza and pneumonia are approximately 30 percent lower. Deaths from gastroenteric diseases have declined 60 percent among Indians.

Despite these strides forward, the Division of Indian Health is far short of its goal. Present comparisons with the general population are highly unfavorable. The infant death rate is almost double. Influenza and pneumonia deaths are twice as high among Indians and three times as high among Alaska natives. Gastroenteric deaths are five times the national rate. Tuberculosis death rates are five times higher among Indians and seven times higher among Alaska natives. TB incidence is seven times as great.

Contributing heavily to the postneonatal death rate are respiratory infections, gastroenteric conditions, and other infectious parasitic conditions. Deaths occurring from these causes in the general population are considered a rarity.

Diseases which today are virtually unknown to other Americans still affect the Indian people. One persistent example is trachoma, a highly infectious eye disease which often brings on blindness.

With the wealth of knowledge and the public health measures that are available today, it appears incongruous to our association that most illnesses and one-fifth of all Indian deaths in a year are attributed to infectious dieases which are known to be preventable.

It is the firm belief of our national committee on Indian health that increased preventive medical services and improved environmental conditions hold the key to further progress.

Today over 70 percent of American Indians and Alaska natives haul their drinking water a mile or more, from unsafe sources, in unsanitized containers. Only the smallest fraction have indoor plumbing.

With funds made available under Public Law 86-121 the Division of Indian Health is working to correct these conditions. But the pace is slow. At the present rate it will take at least 15 years before Indian sanitation facilities are comparable to those for the general population.

Most Indians and Alaska natives live in poorly heated, overcrowded homes, many with more than five people to one room. The Bureau of Indian Affairs has identified a current need for 65,000 housing units. Its present goal calls for the construction of 9,000 units by 1968 under the 1937 National Housing Act. Performance is falling far short of the goal. Many approved Indian housing projects are now stalled, awaiting essential water and sewage facilities which the Division of Indian Health has not been able to fund.

Until housing and sanitary conditions are corrected, Indian death and disease incidence rates will remain at high levels.

Preventive medicine and improved environmental conditions can also do much to curb the high Indian accident rate, the second leading cause of Indian deaths. The Indian death rate from accidents is three times the national rate. One-half of these deaths are due to such factors as overcrowded living quarters, the use of gasoline or kerosene lamps, the rigors of the environment, the poison of snake bites, and other typical causes. Indian living conditions also contribute to alcoholism and problems of mental health.

Two important new programs would greatly strengthen the Division's contribution to Indian health: a comprehensive mental health program and a special program on trachoma. These two topics were the subject of the third national conference on Indian health.

The prevalence of mental health problems among Indians is as great, if not greater, than among non-Indians. It is manifested by such indexes of maladjustment as the nearly 3,000 Indian patients who were hospitalized in 1964 by the Division of Indian Health for psychiatric disorders: 13 to 30 percent of students treated in the various boarding school infirmaries who showed signs of prolonged emotional stress, the abandoned and neglected youngsters who are now in foster homes, and the high percentage of accidents among Indians due to excessive use of alcohol.

The Indian in striving for positive mental health is hampered by his geographical and cultural isolation from the dominant society. His problem is further complicated by his poor physical environment, high unemployment rate, and resultant low socioeconomic status. The need exists therefore to provide a strong mental health program that will complement activities such as the President's equal opportunity program to minimize discouragement and to stimulate aggressive measures on the part of the Indian to improve his socioeconomic status in a manner consistent with his personal and tribal mores.

Trachoma is a major health problem on Indian reservations and is a major cause of blindness. It is probably the greatest cause of visual impairment and therefore is of overriding economic importance as it prevents the Indians from acquiring skills.

Trachoma is entirely a preventable disease. It is transmitted from person to person and from eye to eye. With availability of washing facilities and ample water and health education infection of children can be prevented.

It is urgent that there be, in addition to water supplies and washing facilities, health education in the family. This can be best achieved by public health nurses who are derived from the tribe concerned. For prompt improvement of the situation budgetary provision should be made for additional nurse appointments. It is imperative that there be more sanitation and health education.

Treatment with available antimicrobial drugs is often effective in suppressing the disease manifestations of trachoma. An intensive sulfonamide campaign in 1938 dramatically reduced the incidence of trachoma but was unfortunately discontinued at the onset of World War II. The present trachoma situation calls for a similar intensive but prolonged treatment and hygiene program which will lead to eradication of this important disease.

The cost of an effective program on trachoma is estimated to be $250,000 a year for 5 years.

With the understanding and support of the Congress funds available to the Division of Indian Health have increased steadily since July 1, 1955. The funds have made it possible to accommodate a substantially increased patient-load in the hospitals, clinics, and other outpatient facilities of the Division as well as those facilities under contact in non-Indian communities. After reviewing the budget history, our committee is concerned with the slow growth in the field health activities of the Division's program. Preventive and field clinic services have failed to keep pace with curative services, resulting in an unbalanced general health program and inefficient utilization of existing resources.

Our analysis of the President's budget for 1966 indicates a program activity budget for the Division of Indian Health in the amount of $66,093,000, representing a gross increase of $3,391,000 over 1965 for the same activities. However, $972,000 of the increases must be utilized for mandatory pay increases and other costs, which reduces the net increase to a little over $2.4 million.

The Association on American Indian Affairs, the Surgeon General's Advisory Committee on Indian Health, the Indian Subcommittee of the State and Territorial Health Officers, and the American Academy of General Practitioners have for the past several years recommended annual increments of $5 million for use in program activities by the Division of Indian Health in order that the growth of the preventive health program might measure up to the curative phase of the Division's operation in a balanced total program.

It further recommends that a minimum of $8 million be appropriated for construction of needed environmental sanitation facilities for Indian and Alaska native beneficiaries and an additional $2.2 million in support of sanitation facilities for approved public housing projects.

It also recommends an additional $2 million for "Contract medical care services."

Our association respectfully suggests that your committee inquire of the Division of Indian Health concerning the need for a comprehensive mental health program. It further suggests that the subcommittee review the possibility of funding a special 5-year program on trachoma.

Our association believes these recommended increases are fully justified in view of the now-prevailing health conditions among Indian and Alaska native citizens.

A healthy population is better able to learn new trades and skills, to take advantage of employment opportunities, and to create a wholesome environment. Today thousands of Indian families cannot provide for their simplest needs and are dependent on some form of public welfare assistance. The success of

their war against poverty, the future self-sufficiency of Indian and Alaska native communities depend, in large measure, on sustained improvement in their health status.

DEPLETION AND QUALITY INBREEDING OF WALNUT TREES

STATEMENT OF HON. EVERETT McKINLEY DIRKSEN, A U.S. SENATOR FROM THE STATE OF ILLINOIS

Senator BARTLETT. The next witness is Dr. William Tudor, special assistant, legislative information, Southern Illinois University.

Doctor, if you will come forward with the members of your group.

Let the record show that Senator Dirksen, of Illinois, is now in the hearing room in connection, I should assume, with the appearance of Dr. Tudor.

Is that right, Senator?

Senator DIRKSEN. That is very correct, Mr. Chairman.

If I may, may I make a very brief preliminary statement?

Senator BARTLETT. You make a statement which is brief, medium, or long, as you choose, Senator.

Senator DIRKSEN. I recall from the days when I was a kid going out into the timber to gather walnuts and getting my hands stained. I suppose where walnuts grow, every youngster has that experience.

I do not think I gave too much attention at that time to the depletion of our walnut resources or the need for inbreeding of quality into walnut logs. All that came later.

But I did get some schooling in it during World War I. For one, we had to get out so many stocks for carbines, rifles, and so forth. They set up a gunstock plant in my hometown, and the logs rolled in there by the thousand. They were processed in the rough and then sent off for finishing elsewhere.

I had no idea about the value of a hardwood walnut log at that time. Nor did I have a value or an estimate of value until long afterward, when it was like a great big chunk of gold lying out there somewhere.

When you think of it in terms of its processing, finally to find its way into furniture, it is amazing, because contrary to the olden days, when they made furniture out of solid walnut. It is now veneers. They take gums and beech and other close grained woods, and by means of a gluepot and a skilled artisan, you can turn out walnut furniture. It runs into the millions and millions of dollars, so there is a great market.

But the problem is one first of stopping this depletion of that resource, and secondly, developing a higher quality of walnut lumber.

WASTE IN THE PAST

I know that the depletion goes on, because in those early days it did not make any difference whether you cut down a pine tree or a walnut tree or what you cut down, and it did not make any difference whether it was 4 inches or 12 inches or 20 inches in diameter.

They never realized, of course, the wastage of a valuable resource. So like everything in our whole economy, where we have been so careless over the years, we are now confronted with the problem of depletion for one thing, and the problem of quality for another.

Now, in the southern end of Illinois, we have Southern Illinois University, with which Dr. William Tudor is identified. He refers to himself as a rural sociologist, and I rather like the term. It means the close identity with the counties in that end of the State.

Illinois Distressed—Not Depressed

I add one other thing, Mr. Chairman. What gives this special significance is this: We are not in the Appalachian area, and yet we are in an area that has been—I would not say depressed, but rather distressed. They do not like that term depressed. I do not like it, either.

Sometimes they will look at the increase in bank deposits in a given town or county and say:

There can't be any depression here.

Well, this is an exercise in semantics. So, let us just say it is distressed in the sense that when at long last, because of the need for efficacious operations in the coal industry, you find some of your mines going out of business because they cannot compete with mines that are mechanized, you are going to have to fall back on other resources, if you can, and think of it in terms of a long pull.

We used to say that when a miner got up 2 tons a day, he was doing pretty good. Well, down in West Frankfort, Ill., and elsewhere, I think 11 or 12 tons a day per miner is very common, to indicate what has happened in the coal industry. And those who cannot compete, because there is intense competition, simply fall by the wayside.

When they do, those jobs are liquidated, and usually they are liquidated forever.

I have gone on the theory that the best way, I think, to meet the problems indigenous to any given area is to survey the basic resource that is there, and then see what you can do with it.

Walnut Production Potential and Research

Now, accepting as a rule of thumb the general statement that walnut will grow where corn will grow, and I think it is a pretty good rule of thumb, this is an area where we can really produce walnut.

This is an area where we can rehabilitate a good many jobs, if given the opportunity, first, to stop this depletion, and, second, to improve the quality.

So these distinguished gentlemen are here to request $250,000 for the research that is necessary, and all those other ancillary functions that go with it, in order to make a good start, because we are looking down the road not to 1966 or 1970, but to 1980, 1990, and the year 2000, and well beyond that.

There is a crop of youngsters coming up, so my hope is, Mr. Chairman, while this crop of youngsters is coming up, there will be a crop of walnut coming up at the same time, in order to make provision for the millions that will be able to process it, because the country is going to grow.

The last population estimate I saw for 1980 was, I think, about 250 million. Well, that means more families, that means more furniture, that means a better market for walnut, if we have the walnut.

So it is like the old gag, if you have some eggs, we will have ham and eggs, if you have some ham. That is precisely what we are up against here. We have to have the walnut, and that is why they are here.

I want to introduce them to you, and I so earnestly hope that the committee can see fit to do something in this field, and in fact, to be very generous about it.

Now, at the risk of being scolded in many places, I voted for the Appalachian bill. I got a lot of criticism for voting for it, because we received no benefits.

Well, we pinpointed our problems. We know this is one of our problems in southern Illinois.

Mr. Chairman, we are going to appeal to the generous side of your nature, and I know how generous that side is. I recall that from way back in the days when we served in the House together, when you were a Delegate from Alaska, before you became a Senator, and I am delighted to see you here this morning presiding over this hearing.

Senator BARTLETT. Senator, I feel myself melting. You have added to your statement a most persuasive argument.

We thank you.

Senator DIRKSEN. Thank you.

Bill, I will leave you here to testify.

FOREST SCIENCES LABORATORY, SOUTHERN ILLINOIS UNIVERSITY, AND BLACK WALNUT RESEARCH

STATEMENT OF DR. WILLIAM TUDOR, SPECIAL ASSISTANT, LEGISLATIVE INFORMATION, SOUTHERN ILLINOIS UNIVERSITY, ACCOMPANIED BY JOHN W. ANDRESEN, PH. D., CHAIRMAN, DEPARTMENT OF FORESTRY, SOUTHERN ILLINOIS UNIVERSITY; JOHN O. ANDERSON, ASSOCIATE DEAN, GRADUATE SCHOOL, COORDINATOR OF RESEARCH AND PROJECTS, SOUTHERN ILLINOIS UNIVERSITY; AND RICHARD D. BEHM, MARKETING SPECIALIST, AMERICAN WALNUT MANUFACTURERS ASSOCIATION

Senator BARTLETT. Dr. Tudor, do you care to identify by name the gentlemen with you?

Dr. TUDOR. Yes, I will be happy to do this.

I have from our university Dr. John W. Andresen, who is chairman of our Department of Forestry in the School of Agriculture, and who helped in the preparation of my testimony.

Dr. John O. Anderson, who is associate dean of the graduate school, and executive director of our communications media at the university.

I also have with me Mr. Richard Behm, who is going to present a statement, and represents several groups, and I will let him identify the groups he is representing as he represents them.

I would be happy to summarize my statement. I believe you have a copy of it.

Senator BARTLETT. I do.

Dr. TUDOR. I will highlight a few points I feel are of real significance.

UNIVERSITY FOREST SCIENCES LABORATORY PROGRAM

I am here really on a twofold purpose. I first want to thank you and the committee for the consideration you gave us last year in providing the funds for the U.S. Forest Service to plan a major forest sciences laboratory on our campus.

This is moving along very nicely. We have arrangements worked out where we are giving a longtime lease to the Federal Government for land to use for the building, but also setting aside a 40-acre field of the university experimental farm to work with this black walnut project, and that is my second purpose for being here.

Black Walnut Depletion

We are very concerned about the loss, the depletion of our walnut resources, not only in southern Illinois, but this is all throughout this central area of the United States that is producing most of the walnut.

Senator Bartlett. Overcutting?

Dr. Tudor. This is only a part of it. There is lack of proper management in some instances, a whole variety of factors producing this situation.

We are very fortunate that we have not had the experience of the elm with the Dutch elm disease. Walnut seems to be a pretty vigorous tree, and, therefore, we have not had that kind of a problem.

But we have seen other trees disappear down through time, or almost disappear. We very seldom see a beechnut tree, for example. This concerns us.

Black walnut is almost a part of our American heritage. All you have to do is look around you and you can see this.

I was amazed, and Dr. Andresen pointed out some figures that are presented in the publication of the U.S. Forest Service, "The Economic Importance of Timber in the United States," miscellaneous publication 941, which points out that in Illinois over 45,650,000 cubic feet of timber are cut annually, at a stumpage value of $5,050,000.

By the time this is put into finished product, it has a value of about $12,400,000, and after primary manufacture values, it reaches a level of $110,550,000.

Senator Bartlett. Astounding.

Dr. Andresen. This figure actually pyramids to over a billion dollars in secondary projects.

Senator Bartlett. It is a great ending for $5 million.

Unemployment and Development of Wood Industry

Dr. Tudor. This shows you how this grows. If we can find the way to develop this wood industry in our area that we have been working on, and through your help we have been able to move along in these recent years with this research, I think we are going to have a real impact on our unemployment problem in the area.

We have already had rather good success. Four of our counties that were eligible for ARA funds have been removed from the list. Counties like Williamson County, that not too long ago had 27-percent unemployment, we have cut down to 7.9. This is happening in the Illinois area.

We cannot give all the credit to the U.S. Forest Service, but this has been a factor. We have brought wood industries into southern Illinois that have employed these people.

We feel that this research will not only provide a great resource, but a great many jobs in the area, not only in southern Illinois, but also in Appalachia. This work is not only of value to us, but it has great value to a large segment of the country.

U.S. FOREST SERVICE APPROPRIATION

Therefore, I respectfully urge you to give careful consideration to the addition of $250,000 for the U.S. Forest Service budget to provide the wherewithal to develop this black walnut research program.

I have my experts here, and if you have questions, I will refer them to them.

Senator BARTLETT. I have no questions. If, however, any of you gentlemen wish to make additional comment, it will be welcome.

(The prepared statement of Dr. Tudor follows:)

STATEMENT BY W. J. TUDOR

Senator Hayden, members of the Senate Subcommittee on Appropriations for the Department of Interior and related agencies, my name is William J. Tudor and I represent Southern Illinois University at Carbondale and Edwardsville, Ill., where I am special assistant for Federal legislation and public relations.

It has been my pleasure and privilege to appear before you on several occasions to testify in favor of strengthening the U.S. Forest Service research program. On each of these occasions you have been most courteous to me and please let me express now my appreciation for your kind consideration of my recommendations. The increases you have made for forestry research have already greatly improved the contributions our forests are making to our economy and our society in Illinois and the Nation as a whole. I am confident that these Federal investments in forestry research will continue to pay handsome dividends.

By training, I am a rural sociologist and have spent many years helping to plan and conduct programs to improve the economy of rural areas such as we have in southern Illinois and in many similar adjacent areas. In fact, the past 15 years of my life have been devoted to a war against poverty in the State of Illinois. Thus, I firmly support President Johnson's declaration of war on poverty. My experience has led me to conclude that one of the soundest, most prudent steps we can take to help rural communities find permanent economic strength is to develop and make full use of their renewable natural resources. Forests are one of these resources that are not fully developed and used. Yet they are abundantly capable of making strong, permanent contributions to the local communities in areas of high and chronic unemployment as well as to our regional and national economic and social well-being. I believe that a strong research program must be financed and carried out aggressively if we are to reap fully the abundant social and economic benefits offered by our forests.

I have a twofold purpose in appearing before you today. First, I want to thank you for providing, last year, funds for the Forest Service to plan a major forest sciences laboratory on the university campus at Carbondale. The plans are being developed in harmony with our forestry school staff and our university architectural services. An ideal site has been selected on the campus for the laboratory. In addition, a 40-acre field at the university experimental farms has been selected for research in breeding, propagating, and culturing black walnut. The university has provided the Forest Service free, long-term leases for both of these tracts. At present the Forest Service Carbondale Research Center is sharing interim office and laboratory space with the SIU. Forestry Department and more room is being made for incoming Forest Service personnel. Both agencies are now profiting from mutual cooperative research experiments. The staff of the forestry department is always on call to assist the Forest Service. Also, a new 1,600-acre university experimental forest plus 80 acres of test plots are available to the Forest Service for cooperative research projects. Thus, we are progressing rapidly in consummating the planning phases for the laboratory and related facilities that you authorized last year.

My second purpose in appearing before you is to respectfully request that you increase appropriations for a U.S. Forest Service research program that will make major contributions to the landowners and forest industries of Illinois as well as in a large segment of Central and Eastern United States. Furthermore, the new program that I wish to recommend will contribute to the vast wood-using sector of the general public throughout the United States.

It is my recommendation that $250,000 be added to the Forest Service budget for research that will lead to increasing and improving the supply of walnut timber in the United States and that this research be administered from the Forest Service office at Carbondale, Ill.

Colonial craftsmen discovered the wonderful working qualities and beauty of black walnut more than 300 years ago. Since then it has reigned supreme as the most popular of all native woods for furniture, paneling, and other interior uses. It is traditionally American. It has served us well in times of war as gunstocks on the rifles used by our soldiers. And the nut collecting from this grand tree not only has provided hours of enjoyment for American youngsters and their parents but also support, in some impoverished sections of Central United States, for a substantial nut-cracking and packaging industry.

Now this monarch of our eastern hardwood forests is vanishing from the American scene. The fate of black walnut and all that it contributes to dependent industries, to employment, to our economy, and to the enjoyment of millions of our citizens now hangs in balance. This critical situation has attracted national attention. Much has been said and written about the demise of this favorite tree. For example, the Wall Street Journal carried a feature story about it in the November 9, 1964, issue and the Columbus, Ohio, Dispatch featured the walnut shortage in its November 29, 1964, Sunday supplement.

During the earlier part of this century one of our most loved and valuable trees disappeared from the eastern hardwood forests. That was the American chestnut. Now, for other reasons, we may still lose another one of our favorite hardwoods.

Heavy cutting of walnut for domestic and foreign markets, land clearing for agriculture, and lack of knowledge on how to grow walnut trees have all contributed to the shortage. Currently, we are cutting over twice as much walnut each year as we are growing.

As a result of the heavy demand and short supply, walnut trees are bringing premium prices to their owners. It is not unusual today for good trees to sell for $1,000 to $2,000 each as they stand in the woods and exceptionally good trees will sell for $3,000 each.

This tree grows almost exclusively in the eastern half of the United States. About two-thirds of our remaining national supply of walnut is in the Midwestern States of Ohio, Indiana, Kentucky, Illinois, Iowa, and Missouri. Similarly, the walnut-processing industry is concentrated in these same States. Thus, it is logical that research in growing larger volumes of this tree be located at Carbondale, Ill., in the heart of the principal growing area and the processing industry.

In my opinion, the research I propose for your consideration should assist landowners throughout the walnut-growing area in growing large volumes of high-quality walnut in the shortest possible time. This would require research in how to treat individual trees that occur naturally in our hardwood forests, such as releasing them from competing trees and ground cover and pruning to improve wood quality. And research in selecting and breeding walnut trees for superior growth rates, clear wood production, and grain patterns should be a major part of the program. Planting on the most fertile soils and irrigation would also add to productivity.

This research would give us the knowledge needed to increase rapidly the supply of walnut timber needed to meet the requirements of domestic and foreign markets. It would provide the knowledge landowners need to grow more and better walnut at a profit to them. It would protect an important segment of our wood processing and using industry that furnishes jobs for many wage earners. And it would assure the people of our Nation of a continuing supply of our most cherished wood.

From what I have been able to learn from the President's budget for the Forest Service, I find that no increases are provided for the research that I recommend. This work is, however, included in the national forestry research program submitted to the Congress by the Secretary of Agriculture on April 15, 1964. Also, the National Forestry Research Advisory Committee said at their last meeting, and I quote: "Attention also should be directed to the improvement of walnut and other premium hardwoods * * *." In view of the critical shortage of walnut timber right now, this part of the national forestry research should be financed immediately.

For the reasons I have just outlined, I respectfully recommend for your consideration that $250,000 be added to the Forest Service budget for a concentrated program of research in the growing of black walnut timber and that this work be done at Carbondale, Ill.

I assure you that we will, as we have in the past, assist the Forest Service in every way we possibly can to initiate and pursue aggressively the research I have recommended.

It has been a pleasure to appear before you again. I am confident that you will give every consideration to my recommendation for research in growing walnut timber and provide the needed funds this year to undertake this important program.

Thank you.

PROBLEMS AND OBJECTIVES OF HARDWOOD MANUFACTURING INDUSTRY

STATEMENT OF RICHARD D. BEHM, MARKETING AND EDUCATIONAL CONSULTANT FOR THE AMERICAN WALNUT MANUFACTURERS ASSOCIATION, THE FINE HARDWOOD ASSOCIATION, THE HARDWOOD PLYWOOD MANUFACTURERS ASSOCIATION, AND THE ARCHITECTURE OF WOODWORK INSTITUTE

Senator BARTLETT. Mr. Behm?

Mr. BEHM. Yes.

My name is Richard D. Behm. I am a marketing and educational consultant for the American Walnut Manufacturing Association, as well as for the Fine Hardwoods Association, National Hardwood Manufacturers Association, the Hardwood Plywood Manufacturers Association, and the Architecture of Woodwork Institute.

We are carrying on an intensive program at the university level of architects and forestry groups to try to bring to their attention some of the problems and objectives of the industry.

Senator BARTLETT. How do you go to all the places to which you are required to go?

Mr. BEHM. I have five hats, and sometimes I am in trouble trying to change hats.

HARDWOOD PRODUCTS SUPPLY

These are all concerned with the continuity of supply and the quality of our important hardwood products. You have a few little birch trees in Alaska we looked at a few years ago.

Senator BARTLETT. They are beautiful. How do you like them?

Mr. BEHM. At that time the color factor was not as good as it was in the United States, but now they are going for stronger character. This is a trend.

I would like to submit the statements for Mr. Donald H. Gott, who is the executive director of the American Walnut Association, and also Mr. E. Howard Gatewood, executive vice president of the Fine Hardwoods Association, and summarize, if I may, briefly, some of the comments which they had.

WALNUT PROGRAM

I believe, in making this statement, it is probably best to refer specifically to the walnut program, as that is a vital need, and the urgent objective of this silviculture activity of the Forest Service research program at Carbondale.

We need a better quality and more rapidly maturing cycle. Certainly walnut, which is of high popularity, is in a plight that needs attention immediately. It is the famous gunstock wood, and for over a century has been America's most renowned furniture wood.

Regrettably, it is also renowned in Europe today, and their demands for logs, which have been restricted for a short period and are now open, are denuding some of these fine areas. This is another problem, and a great concern to us.

For 39 years the American Walnut Association has been conducting a well-organized tree-planting program with 14 State forestry groups. Millions of seeds and seed walnuts have been collected by Boy Scouts at $2 a bushel. I would say this runs in 10 million seeds or more per year.

They are stratified and then planted by farmers all over the country. Some of these plantings have done well and are nearing maturity, but others planted at the same time are not of commercial size or shape.

POVERTY OF INFORMATION

Senator BARTLETT. How do you account for that?

Mr. BEHM. It is very obvious that we do not know enough about the seeds, how they are being planted, and what needs to be done, as well as drainage and the fertilization. These are the three things we hope this program will bring into fruition.

We had preliminary exploration conducted for the last 4 years with the central Forest Service, a joint project with our walnut group, to try to see what can be done with better seed selection and possible cross pollination.

This sets the framework for the very thing that Carbondale is set up to do, so when we accomplish this, and we hope it will be soon, we will be able to advise these 900,000 farmers with woodlots how they can grow better crops.

ECONOMIC VIEW

Just to bring it to an economic point, say a farmer's woodlot could increase his value $1,000 in logs. This is within easy reach for cutting made infrequently over a period of a few years apart.

When that mature tree is converted into veneer, it immediately brings the wages and value up to $3,000. When converted to furniture, that is immediately $100,000, because this walnut veneer is what people buy.

So I have not interpolated this completely, but 900,000 farm woodlots would be $1,000 additional money from a project which becomes several million dollars of realization.

Walnut accounts for over a billion dollars worth of furniture every year. Walnut is of that value. Its ratio of the market is in that position.

DEPLETION BY EXPORTATION

This is in danger of being depleted because of the unrestricted export now permitted of our logs. We believe this kind of program will benefit not only the farmer, but the manufacturer of the veneer and the furniture people, as well as the consumer who buys the final product.

The very research will help other woods besides walnut, and will be of equal value even in Appalachia, where these techniques in the development of proper seeding have been helpful.

We urgently request your consideration of the Forest Service research program at Carbondale, and recommend that $250,000 be provided for this work.

Thank you.

Senator BARTLETT. Thank you very much.

(The prepared statements referred to follow:)

STATEMENT OF DONALD H. GOTT, EXECUTIVE DIRECTOR, AMERICAN WALNUT MANUFACTURERS ASSOCIATION—NEED FOR BETTER WALNUT TIMBER

Mr. Chairman, members of the Senate Subcommittee on Appropriations for the Department of Interior and Related Agencies, my name is Donald H. Gott and I am executive director and secretary of the American Walnut Manufacturers Association. My purpose in appearing before you is to respectfully ask your assistance on a Forest Service research program of major importance to our association and its members, to the furniture industry of America, to landowners, and to our Nation's people. The research program that I want to discuss with you and recommend for your consideration would obtain the facts we need to grow more and better walnut timber as rapidly as possible.

My association, founded in 1914, has its headquarters in Chicago, Ill. We are a trade association, consisting of 20 companies engaged in processing black walnut logs into veneer and lumber for a wide variety of uses; e.g., in paneling, furniture, gunstocks, novelties and musical instruments. Our member companies produce more than two-thirds of all walnut veneer made in the United States. With few exceptions, our members and affiliated companies are located in the six Central States of Ohio, Indiana, Illinois, Iowa, Missouri, and Kentucky. Although walnut occurs naturally throughout eastern United States, the growth of veneer quality trees is concentrated largely in these same six Central States. This central area supplies the major part of all the walnut timber used by domestic and foreign manufacturers.

Since our Nation was first settled, American walnut has been one of our most valuable native hardwoods. It is a wood highly esteemed by designers and architects for many high-quality uses because of its uniquely beautiful grain, hardness, strength and durability combined with excellent machining and finishing properties. I am sure that these fine characteristics are well known to you because I have seen walnut desks and paneling in the congressional offices and buildings here in Washington.

Throughout Eastern United States, the quality of our hardwood timber resource has declined until it is in short supply. For example, 90 percent of the hardwood trees of the valuable species are too small to provide the quality of wood demanded for such valuable products as veneer and furniture. According to recent Forest Service publications: "The supply of veneer quality logs in Iowa may be expected to diminish gradually during the next 10 to 15 years. The young stands building up today do not contain as many black walnut trees as did the earlier forests." In its report on Indiana's forest resources and industries the Forest Service said: "the forest survey has found that the volume of high-quality wood is declining in each of the Central States." These and similar statements show clearly that we are rapidly running out of high-quality hardwoods.

In contrast, the demand for these raw materials is increasing. The walnut situation today illustrates dramatically what is happening. In the last 10 years the total export of veneer-quality logs multiplied 32 times while domestic use increased nearly 4 times. At the current rate of foreign and domestic consumption, we are cutting over twice the amount of walnut veneer timber we are growing. In a few years, this rate of overcutting would completely exhaust our supply of walnut veneer timber.

The heavy demand for high-quality walnut trees has reduced severely the size of logs available to dependent processing and manufacturing plants. This is creating new, perplexing, and complicated problems for our industry: for example, in veneer cutting methods and equipment, curling of cut veneer, drying, and gluing. Furthermore, the volume of low-grade material produced increases rapidly as the size of logs decreases.

The trends are alarming because of the adverse effects they are having on our economy. The very existence of the domestic walnut veneer industry and a

segment of our furniture industry is threatened with the loss of timber supply and by the deteriorating quality of the wood available to us. If this occurs, these industries would cease to operate. This loss certainly would be felt by the wood furniture industries, the millwork industries and the hardwood plywood industry. These American industries operate over 6,000 plants, employ over 200,000 people with an annual payroll of $850 million, and annually ship wood products valued in excess of $2⅔ billions. These dependent industries are in jeopardy and it is estimated that perhaps 10 percent or about 20,000 of the jobs they provide would be lost through the demise of our walnut veneer supply.

Our association and the furniture industry are working with the Department of Commerce to conserve the falling supply of walnut and to stretch it until timber growth can catch up with the cut. During 1964, the Department of Commerce limited exports of walnut to 7.3 million board feet, a little less than half the volume exported in 1963. The Department also revised its standards on the thickness of veneer, permitting walnut processors to reduce the thickness of veneer from one-twenty-eighth inch to one-thirty-sixth inch. Both of these steps will prolong the present supply but the only permanent solution is that of growing an adequate volume of walnut timber. And, this must be undertaken promptly if our industry is to survive and thrive in the future.

We have recognized the adverse walnut supply trend that has been occurring over the past several years. In cooperation with State and Federal forestry programs we have taken steps to encourage the proper planting, management, harvesting, and utilization of black walnut. Our industry, in cooperation with more than a dozen States, assists in collecting and distributing for planting from 3 to 5 million walnut seeds and tree seedlings annually. Undoubtedly, more attention is given to planting walnut than to any other hardwood in the United States. We have helped finance Forest Service research that will improve the quality of walnut by pruning. Two years ago we started contributing cooperative funds to assist the Forest Service in conducting genetics research in black walnut. We are so favorably impressed with the progress they are making, we are doubling our contribution this year. This work will be of real value to walnut timber growers and to the dependent wood-using industry throughout the Midwest and Eastern United States.

However, not all of our efforts have been successful. For example, we are finding that a disappointingly small percent of the nuts and seedlings we have helped distribute annually over the past 30 years have actually produced young stands of walnut timber. We need research to help us locate the best parent walnut trees from which to collect seed and grow seedlings adapted to local soils and climate. We need research in breeding walnut to develop hybrids having the best growth rate, wood quality, and grain features of several parents. And we need research that will give us cultural methods to grow the best quality trees in the shortest possible time.

I have studied carefully, as part of my responsibility to my employers, the walnut supply-demand situation and I have consulted with many people within and outside my industry. Furthermore, I have kept abreast of the walnut research being done in Eastern United States. Only last summer, I visited in the field a number of studies the Forest Service has in progress. I am deeply impressed with the fine work the Forest Service scientists have started. At the same time I am dismayed with their small program in relation to the great and urgent need we have for information on how to plant and grow walnut trees. I have learned that the national forestry research program presented to the Congress by the Secretary of Agriculture last April contains provisions for a substantial research program in growing walnut timber. In the national program this research is proposed for the Forest Service research office at Carbondale, Ill. I have visited this Forest Service office and feel that it is an ideal location to center walnut timber growing research. The cooperation and assistance Southern Illinois University would give to this work would be invaluable.

It is my considered judgment that a crash program of research in growing black walnut timber should be undertaken immediately and that this research be done by the Forest Service at its Carbondale, Ill., office. Therefore, I recommend for your consideration, that $250,000 for this work be added to the Forest Service budget you are now preparing.

My association and its members will, I assure you, continue to expand to the best of our ability and resources our contributions to this Forest Service research program.

It has been a privilege and a pleasure to appear before you and I am sure you will give my recommendation your careful consideration. Thank you.

STATEMENT OF E. HOWARD GATEWOOD, EXECUTIVE VICE PRESIDENT, FINE HARDWOODS ASSOCIATION

CONTROLS ON EXPORT OF WALNUT LOGS

Mr. Chairman and members of the committee, my name is Howard Gatewood and I am executive vice president of the Fine Hardwoods Association, with offices at 666 Lake Shore Drive, Chicago, Ill. My purpose in appearing before you is to respectfully ask your assistance on a Forest Service research program which is of vital importance to our members, to the furniture, paneling, and woodwork industries, the hundreds of thousands of Midwest farmers and landowners, and to the consumers of the Nation.

The 30 members of our association have plant locations in many States, but the highest concentration is in the Midwest. We are engaged in cutting hardwood veneers for the manufacture of furniture and other casegoods, wall paneling, boats, etc.

The discontinuance of controls on the export of walnut logs by the Secretary of Commerce on February 14, 1965, has made the objectives of the growing and culturing of hardwoods research program at the Forest Service Experiment Station at Carbondale, Ill., a matter of utmost urgency. We wish to emphasize that though this high-priority program for walnut is badly needed, as walnut is hard-pressed to fill demand in this country alone, our members will help translate the results to all domestic hardwoods such as the oaks, pecan, hickory, elm, ash, poplar, birch, maple, gum, and even some of the less well known species such as persimmon. Data on growing trees more rapidly for marketing, improvements in quality, and studies for highest value utilization will immediately aid the entire industry and all domestic species.

The "Timber Trends" report just issued by the Forest Service shows a serious depletion of veneer quality timber logs. A report from the Forest Service in Iowa, which is in the immediate area to be served by this project, states: "The supply of veneer quality logs in Iowa may be expected to diminish gradually during the next 10 to 15 years. The young stands building up today do not contain as many walnut and other fine quality trees as the earlier forests." A report from the Indiana area, directly east of the proposed silvaculture project, states: "The forest survey has found that the volume of high-quality wood is declining in each of the Central States." All indications are that we are rapidly diminishing our supply of high-quality hardwood trees, even though the actual growth of hardwoods is exceeding the cut. What is urgently needed are methods of converting this growth to higher quality logs which the hardwood veneer industry must have to supply the furniture, paneling, and other using industries.

The program materially affects the important import-export balance of payments and can aid substantially in correcting it. Today more than half the hardwood plywood used in the United States is imported. Also, substantial quantities of veneer are being brought in. An improvement in our own domestic species would sustain and increase the proportion of logs used for veneers and aid the domestic manufacture of plywoods.

We support wholeheartedly the Forest Service research program at Carbondale, Ill., and recommend that $250,000 to provide for these additional studies be added to the Forest Service budget you are preparing.

The members of my association wish me to stress the urgency of this program and their pledge to put into action to the best of our ability and resources, the results of this Forest Service research.

I would like to submit for the record the statement of Mr. Donald H. Gott, executive director of the American Walnut Manufacturers Association.

It has been a pleasure and a privilege to appear before you.

FLOOD DAMAGE RELIEF

STATEMENT OF JAMES M. BOYD, VICE PRESIDENT, PUBLIC INFORMATION, SOUTHWEST FOREST INDUSTRIES

Senator BARTLETT. The next witness will be James M. Boyd, vice president, public information, Southwest Forest Industries.

I understand it would have been much better if Senator Hayden were here, because you are from Phoenix.

Mr. BOYD. I am also a member of the National Lumber Manufacturers Association. I am appearing on behalf of the association, which has its main office here in Washington.

At the outset, the forest industries would like to congratulate Senator Morse on the excellent presentation he made on flood damage relief, which expressed our sentiments perhaps better than we could ourselves.

We appreciate this opportunity to appear before your committee in support of several budget items which we believe are particularly vital to both our Government and our industry.

The first of these programs seeks to provide for continued improvement of our Government's forest products research program at the Madison Laboratory of the Forest Service. The second would advance the important chemical screening research program for the control of forest pests of the Fish and Wildlife Service. The third would provide effective controls against the timber-destroying European pine shoot moth.

FOREST PRODUCTS LABORATORY, MADISON, WIS.

The American lumber industry was pleased when Congress last year appropriated $3.8 million for the construction of much-needed new facilities at the Forest Products Laboratory in Madison. Our industry has always had a keen interest in the Madison Laboratory, because it is a focal point for all forest products and industrial research.

However, the problem still remains that much modernization work must be done on the older building, which was constructed 33 years ago, if the space vacated by moves to the new quarters is to be effectively utilized for other urgent uses.

For example, an extensive updating of the electrical system is essential even to meet current needs. Additionally, symposiums that are conducted at the Laboratory, which are very important to realization of research benefits, are presently crowded into inadequate facilities.

It is in support of these urgently needed repairs that we appear before your committee today.

Just last week, President Johnson, in his special message to Congress on the cities, spoke of his plans for meeting research "aimed especially at reducing the costs of building and home construction through the development of new technology."

The work carried on at Madison Laboratory, insofar as the products of our industry are concerned, certainly dovetails with these goals of the President, for the Madison Laboratory has an exceptionally fine record in the area of research leading to improved lumber and wood products for the construction industry, and is a currently operating Government facility that is in a key position to help the President realize his objective for better products for the homebuilding industry.

MODERNIZATION OF MADISON LABORATORY

We know that a very important aspect of the modernization program at the Madison Laboratory which is being neglected is failure to provide for needed repair and rehabilitation of the older building.

Since the newer facilities and are expected to be occupied early in the spring of 1967, it is important that action to fix the old building be taken within the present calendar year so as to assure the awarding of construction contracts by the time the move to the new building has been completed and the space has become available.

The cost of remodeling and modernizing the present main building will be about $2.75 million. While this sum would not be needed until July 1, 1967, for fiscal year 1968, it is essential that an appropriation of $190,000 made available during fiscal year 1966 to finance the design work.

Senator BARTLETT. Is there anything in the budget for that, Mr. Boyd?

Mr. BOYD. I do not believe so at the present time. I believe there is a request for it.

INDUSTRY CONTRIBUTION SOURCE LIMITATION

Within the limits of its capabilities, our industry has put forth considerable effort to promote new uses for forest products at home and abroad. Since it is basically composed of a great number of small and very small mills, an individual firm within our industry is only too often unable to finance the kind of research and development that would result ultimately in a major technological advance.

We believe that this specific factor deserves much weight in the evaluation of Government research programs which are designed to find better and more useful lumber and wood products.

This committee is well aware of the dynamic gains that accrue to the entire economy when technological developments are made available to all firms. The American lumber industry believes that a request for desirable improvement of the Forest Products Laboratory at Madison, Wis., meets such an objective.

The forest products industry during the past few years has been faced with difficult economic problems. An accelerated research program at Madison, Wis., will help resolve some of these problems.

President Johnson in his fiscal year 1965 budget pointed out that expanded research on wood utilization techniques and standards results in benefits not only to the lumber industry, but to consumers and landowners generally.

The basic type of wood research conducted at the Madison Laboratory is needed by the many State, regional, and industry laboratories performing product development work. The entire Nation depends on the Madison Laboratory for wood research.

Work assigned to Madison often entails very specialized and expensive processes and equipment and rare skills which it would not be practical to duplicate anywhere else.

FOREST RESEARCH BENEFITS TO FEDERAL GOVERNMENT

An effective research program at Madison would benefit the Federal Government by helping to protect its present huge timber investment. Our Federal Government through the national forest system, alone, currently owns more than one of every two commercial softwood sawtimber trees in the country.

The Forest Service of the Department of Agriculture is charged with effectively managing this valuable national resource and our Government invests substantial funds in the management of the national forests. This is one of the few agencies which contributes income each year to the Federal Treasury.

Almost all the income from Federal timber is derived from the sales to the lumber and wood products industry. The price received is directly related to the market price of wood products, so the Government has as much benefit in market maintenance and expansion as the industry.

The lumber industry has carefully considered the need for improvement of the older structure of the forest products research facilities at Madison. In our judgment, this proposal dovetails with the well-conceived plan for expansion of both wood fiber and wood chemistry and solid wood products research programs approved by the Congress last year, and we hope that your committee this year will approve an initial appropriation of $190,000 necessary to get the additional program underway for modernization of the older facilities.

Control of Animal Damage to Forests

Another significant appropriation item is the control of animal damage to our Nation's forests. Lumbermen and timber growers are greatly impressed by the work being performed by the Denver Laboratory of the Fish and Wildlife Service in testing and screening chemicals for the control of animal pests.

The Denver Laboratory's work is essential to making tree planting economically practical on both public and private forest lands throughout the Nation. Animal damage is the major deterrent to artificial reforestation and research is essential to finding acceptable answers.

Sufficient appropriations for this activity would also help the Service to more effectively fulfill its public health and safety responsibilities in the controlled testing of potentially hazardous chemical compounds.

We ask that the animal damage control methods research chemical screening and testing program carried on by the Fish and Wildlife Service be supported, and we suggest that this committee consider the desirability of increasing funds for this activity above the present budget request in order to process the existing heavy backlog of chemical screening and testing delayed by lack of funds.

The field testing segment of the Service's chemical screening and testing program is carried out at the Olympia, Wash., field station. Here chemical compounds which show promise for controlling animal damage are field tested in a cooperative effort by the Forest Service, State of Washington, Fish and Wildlife Service, and by private timber growers.

The Forest Service, which provides buildings and some personnel, should be given about $35,000 additional appropriations to do the preplanning necessary for the building expansion.

The Fish and Wildlife Service, which is responsible for most of the skilled technical staffing, will then be able to increase its work output, all groups concerned can plan their future operations, and better use can be made of the State and private facilities for field testing.

CONTROL OF EUROPEAN PINE SHOOT MOTH

Finally, we ask your committee to budget sufficient funds for control of the European pine shoot moth, which threaten all the pine forests in our 12 Western States. The Government owns more than two-thirds of the forests threatened.

If this insect becomes established in the United States, it could be the greatest timber destroyer of our time. It is now isolated in a small quarantined area in Washington State.

We have 3 or 4 years to eradicate it before it spreads. Once it gets out, we have no known method to protect the timber, nor do we have an immune timber species for replacement.

Research people have developed an effective eradication method consisting of a perfume that attracts the females. They have also developed an eradication method whereby the male insects are made sexually impotent.

This project needs about $200,000.

SUMMARY

In summary, then, on behalf of the American lumber industry, I strongly urge that this committee:

(*a*) Approve $190,000 needed to get a desirable program underway providing for the modernization of the older existing facilities of the Forest Products Laboratory at Madison, Wis.;

(*b*) Provide the funds requested for the Denver Laboratory of the Fish and Wildlife Service, which are needed to cover the costs of operating this very important research program seeking to control animal damage to our Nation's forest lands. We believe, however, that the funds requested are at the barest minimum, and fall far short of those necessary to carry forward an effective program at the Denver Laboratory and the Olympia, Wash., field testing station, and would urge a substantial increase; and

(*c*) Appropriate far more than the $25,000 which we understand is allocated in the 1966 budget for control of the European pine shoot moth. We firmly believe that a minimum of $100,000 would be a wise investment on the part of our Government.

REPORT OF THE COMPTROLLER GENERAL

In closing, the committee will be interested to know that on February 9 the General Accounting Office issued a report entitled, "Questionable Aspects of Oral Auction Bidding for Federal Timber Sold at Certain Locations in the Pacific Northwest."

The report describes transactions on two undesignated Federal timber areas—one Forest Service and one Bureau of Land Management—as examples for urging increased use of sealed bidding on Federal timber sales. The GAO asserts it would foster competition and make it easier for nonestablished potential purchasers to buy Government timber.

A number of Senators and Congressmen expressed concern to the Comptroller General and to heads of the agencies, pointing out the instability for communities, labor, and industry that would result from a switch to sealed bidding in areas where there is no alternate source of supply.

GOVERNMENT MONOPOLY AND SEALED BIDS

In many western and some eastern areas, the Federal Government has a monopoly on the timber supply. The nature of the business is such that many mills are the sole support of long-established communities. They have sizable community responsibilities, and oral bidding is their only chance to meet competition.

In places where no alternate source of supply exists, and the agency puts up the allowable cut for a year or more, a community can be left without a raw material source when an unexpected bidder submits a higher sealed bid. In order to be assured of a raw material supply, it is necessary for the local operator to bid away all profit on every sealed bid sale, thereby reducing the return to industry, labor, and the community.

Since Federal timber is appraised at the fair market value, and will not be sold for less, oral bidding is eminently fair. Bids in excess of fair market value should be considered a windfall, and should not be expected as a matter of course.

A seller who controls the total supply should not use his monopoly position to extract a scarcity premium price. Sealed bidding is opposed equally by both small and large operators. Actually, the small operators are hurt more by sealed bidding than the large.

Before the recommendations of the General Accounting Office are put into effect, this committee may wish to recommend a careful study of the long-term returns to the Government, together with all the past congressional directives, and, perhaps, the community, labor, and industry interests affected should be asked to participate.

DEPRESSED AREAS

This is not a matter of increasing or decreasing competition. Most of the areas affected are classified by the Department of Labor as depressed areas. This involves using the monopoly power of the Federal Government over timber buyers to impede industry and labor stability and return on investment. The impact on many western communities will be extremely detrimental.

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

Senator BARTLETT. Your appearance and remarks are appreciated.

FOREST PRODUCTS LABORATORY, MADISON, WIS.

STATEMENT OF R. E. BRODERICK, EXECUTIVE SECRETARY, NORTHEASTERN LUMBER MANUFACTURERS ASSOCIATION, INC.

Senator BARTLETT. Mr. R. E. Broderick, executive secretary, Northeastern Lumber Manufacturers Association, Inc.

Mr. BRODERICK. This is a very short statement to start with, and I will make it even shorter as I go through it.

Senator BARTLETT. All right.

Mr. BRODERICK. As executive secretary of the Northeastern Lumber Manufacturers Association, it is my responsibility to guard the interests and protect the welfare of the lumber manufacturing industry in the Northeastern States—New York, Pennsylvania, and New England.

There are probably 30,000 or more recognizable sawmills. Some of them are pretty small in that area. I do not mean to imply that all of them support the association, but on the other hand, the association must support them. They have to have some help here and there.

They have been receiving a lot of help from the Forest Products Laboratory in Madison for many years. That, of course, is known as the finest institution of its kind in the world.

INDUSTRY DEPENDENCE ON MADISON LABORATORY FOR RESEARCH

Now, our small lumber industry up there in the northeast corner does not have the money to do their own research work, so they must depend on the Forest Products Laboratory and its fine staff to do that for us.

We all know that this administration has sometimes been called the conservation administration, because of its great interest in that important subject. Conservation has sometimes been defined as "wise use." So what better means of conservation is there than in using widely and wisely the forest products?

So a part of our appeal to you, sir, and your committee, is for additional funds for the Forest Products Laboratory, as was just detailed by a preceding witness, for helping the Laboratory to be better equipped to do more of this work on research and development.

That is one of the greatest things than can be done for forest conservation.

I can give you a couple of small examples of what the Laboratory has done that has been of benefit not only to our small producers in the Northeast, but to everyone else, including the larger manufacturers.

It has been only a comparatively few years since only about one-third of a tree found commercial use. The rest of it was what was called waste. Now that volume has increased tremedously. I do not know what the Forest Products Laboratory would say at this point, but my guess is that certainly 85 percent of the total volume of a tree is now usable.

Because of the work at the Forest Products Laboratory in the past, we can now use our slabs and edgings and even the sawdust for a by-product of the production of lumber, which goes into the production of paper.

Another point of conservation comes in there, too, because the paper industry formerly depended entirely on small trees for pulpwood. So in doing that, they were cutting out some of our finest growing stock, which would be far more valuable if it were left to grow for a few years, and develop into timber.

This way both industries, both the paper and pulp industry and the lumber industry gain quite a lot.

Another short example is in connection with the grading of logs. Because of the work done at the Forest Products Laboratory, logs can be graded on the basis of their studies and sawn on the basis of their studies, resulting in much higher percentage grade return, and also dollar return.

So in the interest of conservation, sir, and in the interests of the lumber industry, may I urge that your committee provide the funds for the Forest Products Laboratory to enlarge their facility.

Senator BARTLETT. Mr. Broderick, do you recommend the same increased appropriations for the Laboratory as were suggested by Mr. Boyd?

Mr. BRODERICK. Yes, sir.

Senator BARTLETT. Thank you.

Mr. BRODERICK. Thank you.

(The statement of Mr. Broderick follows:)

STATEMENT IN BEHALF OF THE FOREST PRODUCTS LABORATORY IN MADISON, WIS.

As executive secretary of the Northeastern Lumber Manufacturers Association, it is my responsibility to guard the interests and protect the welfare of the lumber manufacturing industry in the Northeastern States of Pennsylvania, New York, and New England. The industry is comprised of more than 2,000 small- to medium-sized businesses.

The lumber industry was founded in the Northeast more than 350 years ago. The fact that it is still important in the economy of the Northeast is due in large part to the research and development work of the Forest Products Laboratory together with the cooperation and assistance of its able staff.

We are perhaps more conscious of the desirability, in fact the necessity, of conservation of natural resources than is the case in some other areas more abundantly endowed with forest resources.

Conservation has been defined as "wise use." Without wise use for more than 300 years there could be no continuing lumber industry in the Northeast.

The present Congress and the present administration are very much concerned with the subject of conservation. The Senate interest must be equally intent.

There can be no better evidence of necessity of conservation than in providing the funds necessary for modernizing the space at the Laboratory that will be available by virtue of the new construction which your committee has already authorized.

The lumber industry is a low-profit business, and it simply does not have the funds to do research work.

The Forest Products Laboratory is world renowned as the very finest institution of its kind. For more than 50 years it has been doing most important and valuable work for the forest industry and the public.

Here are just two examples:

1. Only a comparatively few years ago, just about one-third of the volume of a tree was commercially usable. Now, practically the entire volume is used. The slabs, edgings, sawdust, and bark, one time considered as waste, are now called residue from the production of lumber. The processes of conversion of slabs and edgings into chips for the production of paper and paper products was developed at the Forest Products Laboratory. Small trees, the best of all growing stock, were formerly used. There is a practical and valuable example of conservation. Continuing and further research will result in more refinement, more conservation, and better utilization.

2. Laboratory studies on the sawing of low-grade logs have proven that high-grade lumber can result from proper grading and sawing to the extent of doubling the grade and dollar return. That is real conservation of a great natural resource.

We are confident that your further consideration of our appeal for funds for the Forest Products Laboratory, whose work is such an important part of conservation, will result in your approval of the requested appropriation.

FOREST PRODUCTS LIBRARY, MADISON, WIS.

STATEMENT OF WILLIAM R. GANSER, JR., DIRECTOR OF PUBLIC INFORMATION, AMERICAN INSTITUTE OF TIMBER CONSTRUCTION

Senator BARTLETT. Mr. William R. Ganser, Jr., director of public information of the American Institute of Timber Construction, please.

Mr. GANSER. Good morning, Mr. Chairman.

Senator BARTLETT. We are glad to have you here, Mr. Ganser.

Mr. GANSER. I am appearing on behalf of our executive vice president, Frank Hanrahan, who could not be here this morning.

We represent the timber fabricators and laminators in the United States.

I would like to testify on behalf of the request for appropriations for additional funds for expansion of the existing facilities in the Forest Products Laboratory.

INDUSTRY BASED FINDINGS OF THE LABORATORY AND FACILITIES NEEDED FOR RESEARCH BEYOND ITS CAPACITY

The principal reason why we are interested in this expansion is that our industry is based entirely on the result of research from the Forest Products Laboratory, and Forest Service research.

The funds and facilities needed by our industry for research are beyond the capacity of the individual members of the industry as a whole. The industry has spent considerable sums on product development and research at its own plants, and in cooperative projects with the Forest Products Laboratory.

An increasing amount of these funds may be used for cooperative research projects with the U.S. Forest Products Laboratory, just as has been done in the past, provided suitable facilities are made available for doing this needed research.

FUNDS REQUESTED FOR NEW LABORATORY FACILITIES

It is our understanding that this request for appropriations is to provide these additional facilities. Quite coincidentally, several weeks ago at our annual meeting, our research committee for the industry listed some 15 or 16 urgently needed research projects, 9 of which can only be done at a facility such as the Forest Products Laboratory.

I wish to thank you, Mr. Chairman, and the committee, for this opportunity to present this testimony.

Senator BARTLETT. The committee is grateful for your having come here to testify.

Mr. GANSER. Thank you.

(The prepared statement of Mr. Frank J. Hanrahan follows:)

STATEMENT OF FRANK J. HANRAHAN, EXECUTIVE VICE PRESIDENT, AMERICAN INSTITUTE OF TIMBER CONSTRUCTION

Mr. Chairman, my name is Frank J. Hanrahan, I am the executive vice president of the American Institute of Timber Construction which has its national headquarters in Washington, D.C.

Our institute is a nonprofit technical, industrial association of manufacturers and fabricators who may design, plant laminate, fabricate, assemble, and erect load-carrying sawn and glued laminated timber framing and decking for roofs and other structural parts of schools, churches, commercial, industrial and other buildings and for other structures such as bridges, towers, and marine installations.

We appreciate and thank you for this opportunity to appear before your committee in support of a program to utilize space which will be made available in the present building at the Forest Products Laboratory at Madison, Wis.

The request now, this year, for funds to initiate the planning and redesign of the aforementioned space in the existing building is necessary in order that the space may be put to immediate use as soon as possible after the Division of Wood Fiber Products and Wood Chemistry have vacated the building and occupied

its new facility in 1967. In other words, this is the step to prevent valuable research space from standing idle and is the timing element, the importance of which I am sure is well understood by you. If this building space with which we are concerned and the use it is hoped that it can be put were such that they were compatible simply overnight there would be no need for this appropriation request. However, the space and the planned use do not readily fit together, therefore, it is important to take advantage of this 2-year leadtime to be in readiness for maximum utilization of space.

Our industry has been very pleased that Congress, in the last several years, made the appropriations which will bring into reality the urgently needed new research facilities. The space being vacated by the activities which will be housed in the new facility can be logically and efficiently used as a structural laboratory, for the expansion of the Laboratory's library, and for other research programs. We are particularly interested in the structural laboratory in that it will permit study and testing of full-scale glued constructions.

There is a very real need for the information that can be obtained from applied research such as full-scale testing which could be carried out in a structural laboratory as envisioned by the Forest Products Laboratory. This is borne out in AITC's annual report, presented on February 18, 1965, in which its research committee listed some 17 items on which research is urgently needed, 9 of which are projects requiring facilities of the nature being requested by the Forest Products Laboratory. The funds and facility needed for such research are beyond the capacity of our individual member companies and our industry as a whole. Just as our industry was founded on basic research, much of which was performed at the Forest Products Laboratory, such research must continue along with applied research if the industry is to realize its potential for expansion and growth. Our industry is young and growing rapidly with a healthy capacity and prospects of expanding with the national economy. The industry, itself, has spent considerable sums of both product development and research at its own plants and in cooperative projects with the Forest Products Laboratory. An increasing amount of these funds may be used for cooperative research projects with the U.S. Forest Products Laboratory, just as has been done in the past, provided suitable facilities are made available for doing the needed research and study. We and the Forest Products Laboratory have moved along in the field of research to the point where the proposed expanded laboratory is a must in order to realize more fully the maximum use of wood products.

Funds appropriated for research and research facilities have been used very effectively, efficiently, and intelligently at the Forest Products Laboratory. They have been repaid many times in the form of added tax returns from industry expansion attributable to their research. Their research has opened new avenues of employment through expansion of industry.

At least part of the outstanding success of the Forest Products Laboratory may be attributed to the fact that its staff members have been most cooperative with small and large firms alike in educating and advising their representatives on how the most benefit can be derived from the research and findings of the Forest Products Laboratory.

The appropriations sought are a minute investment in terms of the large returns obtained by our citizens.

We respectfully request that this statement be printed in the record.

Mr. Chairman, thank you and members of the subcommittee for your courtesies to me while appearing in support of the urgent needs of that most worthy research organization, the U.S. Forest Products Laboratory at Madison, Wis.

FOREST SERVICE, NATIONAL PARK SERVICE, BUREAU OF LAND MANAGEMENT AND BUREAU OF OUTDOOR RECREATION

STATEMENT OF KENNETH B. POMEROY, CHIEF FORESTER, THE AMERICAN FORESTRY ASSOCIATION

Senator BARTLETT. Mr. Kenneth B. Pomeroy, chief forester, the American Forestry Association.

Mr. POMEROY. Mr. Chairman, I am Kenneth B. Pomeroy, representing the American Forestry Association. This organization is composed of private citizens who reside in every State in the Union.

I have four main items I would like to call to your attention. The first pertains to the Forest Service.

We are very much interested in the national forest research program which was submitted to Congress last year. We hope that this Congress can carry it along in the way in which it is scheduled.

We are also very much interested in the program for the national forests which was sent up to Congress in 1959. We understand that this program is falling behind slightly, and we urge that it be brought up to schedule, as outlined in the program.

With respect to the National Park Service, there is one very important item that we would like to point out. These parks were established to conserve scenery and wildlife for the enjoyment of the people in a manner that will leave the parks unimpaired for future generations.

Actually, this really puts the park administration between a knot and a hard spot, so to speak. On the one hand they are trying to conserve the scenery, and on the other hand people keep coming and trampling it to death.

Upon inquiry I found that the Park Service was doing very little in the research of management of people. I think their total appropriation for that purpose was less than $190,000.

This is the very key for the preservation of our parks, and I think that the Park Service should delve more deeply into the management of people, and how it is going to handle these parks.

Passing on to the Bureau of Land Management, we were very pleased to hear Senator Morse's comment about rehabilitation of the soil. Our association has urged this project for more than 10 years. We are gratified to see that some progress is being made, but there is a great deal more to be done.

Bureau of Outdoor Recreation Water Conservation Fund

With respect to the Bureau of Outdoor Recreation, there is one important point we would like to touch upon, and this pertains to the land and water conservation fund. When this act was before the Congress, our association urged strongly that assistance be given to the States. We wanted to emphasize the opportunity for States to go ahead and accept responsibility for recreation work themselves.

Request that State share of fund be reduced

At that time it was recommended that matching funds be on a 50–50 basis. Under the present budget this has been changed to 40-percent Federal and 60-percent State. We suggest that this be put back to the 50-50 basis.

Thank you very much.

Senator Bartlett. Do you know why the formula was altered?

Mr. Pomeroy. I understand that in a different program dealing with urbanization that the ratio is 30–70, and that the Budget Bureau desired to have both of them on the same basis, and suggested 40–60.

This is hearsay on my part.

Senator Bartlett. Do you think that would be an undue burden on the States, one which they could not meet?

Mr. POMEROY. No, I do not think so. My point there is I am much more interested in seeing the States carry forward their share of the program than I am the Federal Government's part.

For example, the Congress has before it a bill pertaining to the Sleeping Bear Seashore up in Michigan. The State of Michigan is capable of carrying the Sleeping Bear forward and doing the job, and with the land and water conservation fund, I believe they can do it.

Senator BARTLETT. You think they need the 50-percent help from the Government to do the best job?

Mr. POMEROY. Yes. Conversely, the Federal Government could not possibly do all of the work in recreation by itself. We do need the assistance of the States, the counties, and the municipalities, and anything that encourages them to go forward and do this I think is progress.

Senator BARTLETT. I understand the meaning of your plea for an increased appropriation for the management of people in parks on a broader scale. I am not sure there is enough money in the world to initiate and complete a program for the management of people.

Mr. POMEROY. I think you have a point there, all right.

Senator BARTLETT. We appreciate your appearing.

Mr. POMEROY. Thank you very much, sir.

(The prepared statement of Mr. Pomeroy follows:)

STATEMENT OF THE AMERICAN FORESTRY ASSOCIATION

1966 BUDGET REQUEST

Mr. Chairman and members of the Appropriations Committee, I am Kenneth B. Pomeroy, representing the American Forestry Association. This organization is composed of private citizens who reside in every State in the Union. Their interests touch on every aspect of renewable natural resources, from complete protection of wilderness areas to full multiple use of commercial forest lands.

In October 1963 this organization convened a forest congress at which it developed "a conservation program for American forestry." Please note the "20 key goals" listed on the back cover of the attached program. The goals pertaining to forest protection, improvement of water supplies, recreation, and research are of special importance.

The association has assigned to me the task of implementing its conservation program. Last year I visited numerous installations of the Forest Service, National Park Service, Bureau of Land Management, and Bureau of Outdoor Recreation.

I found, in general, that each agency was doing a good job. But there are activities that need to be strengthened. I would like to comment on the most pressing needs of each agency.

FOREST SERVICE

Research in the mysteries of nature is of special interest to us because we believe that such work will contribute materially to the welfare of Americans in years ahead. Therefore we are hopeful that the plans set forth in the national forestry research program can be completed on schedule. We endorse specifically the proposals in the present budget for strengthening forest fire research, utilization research, marketing research and laboratory construction.

However we also wish to call your attention to the need for a modern, well-equipped hydrological laboratory at the Coweeta experimental watershed near Franklin, N.C. During the past three decades, much of the research at this location has been built around manipulation of experimental watersheds. The results have received international recognition and have been of much value in guiding watershed management practices on both private and public ownerships. The need now is to delve more deeply into the basic processes and relationships that control the rate, amount and quality of water yielded by a watershed. Research of this type requires the use of laboratory facilities costing upwards of $500,000. This item should be kept in mind during preparation of the budget for fiscal year 1967.

The program for the national forests, submitted to the Congress in 1959 also receive the hearty endorsement of the American Forestry Association. We hope it, too, can be implemented during the present decade as planned. But we note that already the program has fallen about 20-percent behind schedule for lack of sufficient appropriations. This deficiency has been enlarged still further by the recent disastrous floods in the Pacific Northwest.

NATIONAL PARK SERVICE

One of the major problems of the National Park Service is how to conserve scenery and wildlife for the enjoyment of people in a manner that will leave the parks unimpaired for future generations. This equation has not been solved; nevertheless increasing hordes of tourists make the problem more urgent with each passing day.

In some parks vegetation is being killed by the trampling of human feet. In others overpopulations of animals destroy the plants needed for survival. Both of these problems can be solved by learning how to manage people as well as natural resources. Therefore it is recommended that the present limited program of natural science studies be strengthened substantially.

A second problem in need of immediate attention pertains to the surveying and monumenting of the boundaries of all National Park Service units. At present over 100 areas are in need of such attention. Lack of clearly defined boundaries makes it difficult to protect these sanctuaries from various forms of trespass.

BUREAU OF LAND MANAGEMENT

Management of some 175 million acres of public domain land in 11 Western States has been a concern of the American Forestry Association for some time. The Federal Government has permitted these lands to deteriorate for many decades. Only stopgap efforts have been made to conserve the soil and moisture of these lands.

Action of the 88th Congress in enactment of the Classification and Multiple Use Act, and the Land Laws Review Commission Act give us hope that at long last the public domain is to be placed under intensive management.

Various authorities have estimated that more than one-half of the public domain is in a severe state of erosion and that it will take 50 to 100 years to restore the land at the current rate of progress. This is much too long. Erosion never pauses in its destructive work.

Therefore we recommend that special efforts be made to complete the land rehabilitation job within the next decade and that appropriations for this task be increased proportionately.

BUREAU OF OUTDOOR RECREATION

The American Forestry Association takes pride in having played some small role in creation of the Bureau of Outdoor Recreation and in the enactment of the Land and Water Conservation Fund Act. We recommend now that the Bureau be given the manpower necessary to conduct its work and that the Conservation Act be funded as planned.

When the land and water conservation fund was being considered by the Congress, we recommended strongly that primary emphasis be placed upon assistance to the States. At that time we were assured that funds would be available up to a 50–50 matching basis, as stated in the act. But we note that this ratio has been changed in the budget for fiscal year 1966 to 40–60 in favor of the Federal Government.

This change in the requirement for matching funds is a breach of faith with the States. It may well prevent some of the less wealthy States from developing their recreational resources.

Therefore we recommend that the Appropriations Committee stipulate that Federal funds will be made available to the several States contingent upon 50–50 matching as provided for in Public Law 88–578.

CONSTRUCTION AND NATIONAL FORESTRY RESEARCH PROGRAMS

STATEMENTS OF J. WALTER MYERS, JR., EXECUTIVE DIRECTOR; HERMAN BAGGENSTOSS, FORMER OFFICER, FOREST FARMERS ASSOCIATION; AND DONALD D. STEVENSON, CHIEF FORESTER, THE BUCKEYE CELLULOSE CORP.

Senator BARTLETT. Mr. Myers, Mr. Baggenstoss, and Mr. Stevenson, please. I understand the three of you are together.

Mr. MYERS. Yes, sir. We thought it might possibly save the committee's time if we testified together.

I have a prepared statement that I would like to file for the record.

Senator BARTLETT. Very well.

Mr. MYERS. And I will just highlight some of the statements very briefly, if I may.

Senator BARTLETT. That will be permissible and acceptable.

Mr. MYERS. Thank you, sir.

My name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association, which is an organization of timberland owners in 15 Southern States, primarily small owners.

I, too, would like to commend this committee on its keen recognition of forestry matters. It has been our privilege to testify for a number of years now.

Also, our group feels very strongly that it is desirable for landowners to cooperate and participate in the other research programs.

Today I would like to speak briefly on what we have noted in this year's budget. Before doing that, though, I might mention the matter of cooperation.

INDUSTRY INTEREST AND CONTRIBUTION

At the Southern Forest Experiment Station in New Orleans, which is one of two experiment stations in the South, approximately one-third of their total expenditure in manpower and effort is contributed from private interests, which serves to demonstrate the deep interest that we have in these programs.

FOREST FIRE RESEARCH

We noted in the budget that there is an increase of $350,000 for forest fire research nationwide, and we are certainly delighted to see that. As far as we can determine, this is the only item in the budget which would provide any program funds for the South.

I speak for the South, not selfishly, but because we are located there, and we are more familiar with it. I am sure the programs in other areas are equally deserving, and I hope that other folks may speak for those.

REQUEST FOR SILVICULTURE LABORATORY AT SEWANEE, TENN.

In our particular area, we feel that it is very important that funds be available for strengthening forest research programs, and also for the construction of much needed facilities in which to conduct this work.

We would very much appreciate the committee's consideration to providing funds for a silviculture laboratory at Sewanee, Tenn.

Senator BARTLETT. How much money would be needed?

Mr. MYERS. $190,000. The plans have been completed on that, and it is my understanding that it may have initially been in the budget plans, but was deleted in the budget hearings.

I do not know for sure on that.

Senator BARTLETT. But the rumor is to that effect.

Mr. MYERS. Yes, sir.

CONSTRUCTION OF RANGE AND TIMBER MANAGEMENT LABORATORY AT FORT MYERS, FLA.

Then there is a Range and Timber Management Laboratory at Fort Myers, Fla. In this instance the land was donated several years ago, with the proviso that construction be started by July 1, 1965.

There was no aim in putting pressure on anybody to build by that date, except that the owner was developing it for a residential area, and was willing to donate it, if they thought they would use it, the Government, by then, and if they did not use it by then, he would like to have it back to sell it for real estate.

That is a matter of $200,000. It is a very justifiable laboratory, and its plans, too, have been completed.

ADDITION TO NAVAL STORES AND TIMBER PRODUCTION LABORATORY AT OLUSTEE, FLA.

Then at Olustee, Fla., there is a Naval Stores and Timber Production Laboratory which was built in 1959. It was envisioned at that time that a second wing would be built subsequently, and it is included in the original plans. This is very much needed now.

Mr. Stevenson has some comments on that in just a moment.

DRAFTING OF HYDROLOGIC LABORATORY AT COWETTA, N.C.

Meanwhile, it is hoped that the committee may consider appropriating money for drafting architectural plans for the new Hydrologic Laboratory at Cowetta, N.C., which is proposed, and I believe that the estimate on that for the plans is $35,000.

So much for construction items.

The program items have been carefully studied, likewise. Rather than bore you with the details of these, I might mention the topics and the amounts.

NATIONAL FORESTRY RESEARCH PROGRAMS

Actually, Mr. Chairman, these are primarily indicated in the national forestry research program, which someone mentioned just a few minutes earlier.

This would merely be an implementation of what is in here, and I think perhaps at a reasonably low level, considering the fact that the South is going to be called on very shortly to produce most of the wood products for the entire eastern half of the United States—this is according to studies that the Forest Service has made—and that the Pacific Northwest will be able to take care of perhaps its area and California.

We hear talk of an antipoverty program. I think that this is one of the best starting points of a program to provide jobs for our people who may be displaced from the farms or other spots.

There are 5 new pulpmills that have either come into Alabama or are on the drawing board, because we have been growing the timber, and 18 new plywood mills have come into the South, or are coming in, on the basis of work that has been done at Madison, Wis. I would guess that this would provide perhaps 5,000 new jobs in a period of 2 years.

When we speak of job retraining, I think another portion of it is the matter of having the job for these people to go to once they are retrained.

FOREST SURVEYS

Briefly, the areas that our organization feels, and we have consulted with a number of groups, need strengthening at this time are the Forest Survey, which provides an inventory of how much is on the land, and how fast the timber is growing, whether we are growing more than we are cutting, and so forth.

To bring this program up to minimum levels, it is estimated—and these figures have been secured from the U.S. Forest Service and verified—$225,000 for the southern area.

Forest fire research is another large program, and we are spending perhaps $25 to $30 million on fire control, and less than a million dollars on research into what causes fires and how to put them out.

FOREST FIRE LABORATORY, MACON, GA.

We would recommend the committee's consideration to an appropriation of $200,000 for the southern forest fire laboratory at Macon, Ga., which is an areawide laboratory.

The insect and diseases investigation and control presents a problem that may be bigger than fire, but not nearly so dramatic. At this time, $50,000 is recommended.

Of these items, none of them are in the budget at the present time.

Silvicultural studies both in pines and hardwoods, and particularly in hardwoods, an appropriation of $445,000, and that would be spread over five States.

Timber utilization: This is a program that has provided a great deal of the impetus for this new southern pine plywood industry—$100,000 in Louisiana is needed to implement the original plans at the timber utilization laboratory there.

Forest mensuration, which is forest measurement: In this case it is a program on input versus output relationship to profit, money put in versus return. And it would be very helpful in future planning and investments.

Wildlife and range management is another area, and for research on wildlife and range management in Louisiana, North Carolina, and Texas, $175,000 could be used very effectively to keep this work moving as rapidly as they are able to do the work.

We would very much appreciate the committee's consideration to implementing these items as mentioned, which as I say, ties in precisely with this national forestry research program, but on a regional level.

Thank you, Mr. Chairman.

Senator BARTLETT. Does that conclude your statement?

Mr. MYERS. Yes, sir.

Senator BARTLETT. Thank you very much.

SILVICULTURE RESEARCH LABORATORY AT SEWANEE, TENN.

Senator BARTLETT. Mr. Baggenstoss.

Mr. BAGGENSTOSS. My statement is boiled down to two pages. I wish to submit it, and briefly make one or two comments.

This is my fourth year before this committee pleading for the building of a silviculture research laboratory at Sewanee.

This is on the Appalachian area. I heard Senator Dirksen refer to this program a few minutes ago. However, it seems to be ironic and a little bit inconsistent to vote in one bill a billion dollars to help an area, and in another bill to delete $190,000 for a cornerstone of recovery.

The Appalachian area is about 80 percent woodlands. We do not have a Forest Service laboratory in the State of Tennessee, or the northern part of Alabama, which this laboratory will cover.

The long-term recovery of our area depends upon the swiftness and the efficiency with which we bring our forests back into production. It is not unlike Senator Dirksen's walnut research. It is parallel with it.

It does seem to me to be a bit inconsistent on the one hand to vote a billion dollars for recovery of an area, and cut out a $190,000 laboratory.

So I plead with the committee this year to provide these funds. The plans are complete. We understood last year it was not included in the funds because the plans were not completed, but now they are complete, the architect's plans have been approved.

It has a high priority with the U.S. Forest Service, and we think now is the time to go forward with it.

Senator BARTLETT. You want the money?

Mr. BAGGENSTOSS. I want the money.

Thank you very kindly.

Senator BARTLETT. Mr. Stevenson.

Mr. STEVENSON. Mr. Chairman, it is a privilege to appear before you today.

I represent a forestry company in north Florida. I am a forest-land owner. We have a mutual interest with other forest-land owners in Florida, Georgia, and surrounding States in the stable forest economy.

CONSTRUCTION OF NEW WING TO FACILITIES AT OLUSTEE, FLA.

I am appearing today to request your consideration of the construction of a new wing to the Olustee, Fla., Laboratory of the Southeastern Forest Experiment Station. This wing was in the original planning when the laboratory was built in 1959. Plans are now drawn up for this.

We are particularly interested in this, we forest landowners in that area, because a large part of the expansion will go into facilities for forest insect control research. We believe that that is one of the No. 1 problems in the Southeast today, because of the thousands of acres of plantations which have been established recently.

We have something like two and a quarter million acres of plantations in Florida, for instance, which probably represent at least $100

million in value, and which are particularly vulnerable to insect attacks, epidemic buildups.

With the changeover in thinking in regard to insect controls from the use of chemicals to biological controls, because of the toxic effects on wildlife and other plants of chemical controls, it is essential that biological controls be developed.

The Forest Service is best equipped through their experiment stations to undertake this kind of work, and therefore I am requesting that you give consideration to the expansion of this laboratory, which would cost $250,000.

We would put a wing about equal in size to the present laboratory, and this would enable them to staff it with additional entomologists to work on this problem, which affects many hundreds of landowners in that part of the country, and the whole forest economy.

Thank you, sir.

Senator BARTLETT. Is any work presently being done on insect control at the laboratory?

Mr. STEVENSON. There is some there, but their entomological work at the present time is mainly on the control of forest insects which are attacking the pine cones, and reproduction of pines. This is a very important aspects of research, but they have done very little on the biological controls of insects and pests attacking the trees themselves.

COMMERCIAL TIME CYCLE OF PINES

Senator BARTLETT. How long does it take a pine tree to grow before it is ready for the mill?

Mr. STEVENSON. Twenty-five to thirty years. We can start things in those pines before that, as early as 12 to 15 years. So we have fortunately a rather short cycle, I am glad to say.

Senator BARTLETT. How large a mill is this?

Mr. STEVENSON. Our mill is a 700-ton-a-day mill. We have a wood demand of about 600,000 cords of pine a year.

Senator BARTLETT. Do you get that all from your own land?

Mr. STEVENSON. No, we buy in large quantity from other landowners, so we have a mutual interest with them in seeing that their lands are preserved, as well as our own.

INDUSTRY CONTRIBUTION

The forest industries themselves are so concerned about this insect problem, Mr. Chairman, that they have organized an institute to give grants-in-aid to students at forestry schools to study entomology, so that the research organizations can have the scientists to go on with this type of study.

Senator BARTLETT. What hope do you hold out personally for the biological methods of control?

Mr. STEVENSON. Quite a bit. I think there are some very important and interesting angles that can be pursued, and there is some evidence that we can go quite far in that in insect control.

Senator BARTLETT. Thank you, Mr. Stevenson, Mr. Baggenstoss, and Mr. Myers.

(The prepared statements referred to follow:)

STATEMENT BY J. WALTER MYERS, JR., EXECUTIVE DIRECTOR, FOREST FARMERS ASSOCIATION

Mr. Chairman and members of the committee, my name is J. Walter Myers, Jr., and I am executive director of the Forest Farmers Association. The Forest Farmers Association is an organization of timberland owners—and primarily small owners—in 15 Southern States. Our association's headquarters is in Atlanta, Ga.

This committee has repeatedly demonstrated a keen understanding of the importance of a sustained and well-guided program of Federal forest research. For this it is to be highly commended. At the same time, the committee, I am sure, is aware of the fine manner in which private timberland owners, wood-using industries and the States are continuing to cooperate with the Federal Government to promote forest research activities, particularly at the local level. Such cooperative participation is both logical and desirable, and these co-operators have a continuing interest in the strengthening and expansion of forest research activities.

In recent months representatives of the Forest Farmers Association, together with numerous key individuals and groups representing a cross section of public and private interests, have carefully reviewed the status of forest research activities in the South. In addition, we have carefully reviewed the 1966 fiscal year budget estimate. We are pleased to note the increase of $350,000 in the budget for forest fire research, nationwide. It is understood that the South would likely receive a portion of this amount should it be approved. Our organization strongly supports the retention of this item in the 1966 budget. As we understand it, however, this is the only item in the new budget which would provide an increase in research funds for the South.

The Forest Farmers Association is hopeful that the committee will recommend additional funds for strengthening forest research programs and for construction of much-needed research facilities.

To receive maximum results from our research program dollars, it is highly important that adequate tools and facilities be provided. The committee's consideration to providing construction funds for the following research facilities is invited: a Silviculture Laboratory at Sewanee, Tenn. ($190,000); Range and Timber Management Laboratory, Fort Myers, Fla. ($200,000); Naval Stores and Timber Production Laboratory, second wing, Olustee, Fla. ($250,000).

It is likewise hoped that the committee will recommend appropriations for drafting architectural plans for a new Hydrologic Laboratory at Coweeta, N.C. ($35,000). Plans for the proposed laboratories at Sewanee, Tenn.; Fort Myers, Fla.; and the second wing of the Naval Stores and Timber Production Laboratory at Olustee, Fla., have all been completed.

These facilities are all urgently needed, and the work must be done in the local environment to provide truly significant data. There are no provisions for construction funds in the 1966 fiscal year budget as it currently stands.

Meanwhile, an increase of $1 million spread over six Southern States is clearly indicated if minimum research program needs are to be met in fiscal year 1966. Of this amount needed in the South, only a small portion—for fire research—is included in the original budget estimate. This $1 million increase is needed for strengthening of forest research programs as follows:

FOREST SURVEY

A very high priority item, in our opinion. The survey provides valuable State-by-State forest research inventories on a recurrent basis. In the fiscal year 1965 Congress raised the ceiling on funds which might be appropriated for this program. Since then, however, only a small increase—approximately $25,000—has been made available in the South. A minimum of $225,000 is needed in the South alone in fiscal year 1966 to achieve the goal of State resurveys on an 8-year cycle.

FOREST FIRE RESEARCH

Two hundred thousand dollars is urgently needed for expanding existing forest fire research activities at the Southern Forest Fire Laboratory, Macon,

Ga. Forest fire behavior and prescribed burning are among the areas urgently needing additional investigation. Fire is still the No. 1 problem in forestry. An item of $350,000 is in the 1966 fiscal year budget for fire research, nationwide, but would provide only a small portion of the $200,000 needed in the South.

INSECT AND DISEASE INVESTIGATION CONTROL RESEARCH

A minimum of $50,000 is urgently needed for expanding existing insect and disease reasearch centered at Stoneville, Miss., and involving southern bottom land hardwoods.

SILVICULTURAL STUDIES

Increasing demands for wood means that southern timberland owners must seek ways to grow trees on additional acreage, to grow trees faster, to improve quality, etc. This applies to both pines and hardwoods. A minimum of $445,000 is needed for strengthening and expanding this work in Georgia, Louisiana, Mississippi, South Carolina, and Texas.

UTILIZATION

Thousands of new uses and new markets can be developed for the South's timber through research. The new southern pine plywood industry offers a prime example. At present 18 new southern pine plywood mills have either been constructed or are planned, largely as the result of research by the U.S. Forest Service. At this time $100,000 is needed to implement original plans for the existing program at Alexandria, La.

FOREST MENSURATION

A minimum of $30,000 is needed to activate research on input versus output relationship to profit, and timber growth resulting from management. Athens, Ga.

WILDLIFE AND RANGE

One hundred and seventy-five thousand dollars is needed for research on wildlife and range management. This work is centered in Louisiana, North Carolina, and Texas.

This committee's consideration to recommending additional funds to meet these minimum needs will be appreciated. I thank you for your courtesy in hearing me.

STATEMENT BY HERMAN E. BAGGENSTOSS, REGIONAL VICE PRESIDENT, FOREST FARMERS ASSOCIATION

Mr. Chairman and members of the committee, my name is Herman Baggenstoss. I live in Tracy City, Tenn. I am a weekly newspaper editor and a tree farmer.

I wish to thank this committee and Congress for providing $18,500 in the 1963 fiscal year budget for advance planning of the silviculture research laboratory facilities at Sewanee, Tenn.

The funds were not made available last year, I understand, because the building plans were not finalized. The architect's plans have been drawn and specifications prepared. Copies are on file in the Washington office of the Forest Service, the Southern Forest Experiment Station in New Orleans, and at Sewanee, Tenn.

This silviculture research laboratory is now an approved project of the Forest Service and a part of their long-range plans.

I feel that this laboratory will be a permanent cornerstone to the recovery of the forest resources of the Appalachia area. The work accomplished here may well pay great dividends to the Nation and to the people of the mountain area.

I again ask this committee to give careful consideration to the value of this project and to provide the $190,000 necessary to bring it to fruition.

I enclose a general statement on the Sewanee research project for additional information.

This is my fourth appearance before this Senate committee speaking on behalf of the urgent need for this laboratory. I thank you one and all for your patience and continued courtesy in letting me talk with you. Thank you kindly.

SEWANEE TIMBER MANAGEMENT RESEARCH PROJECT

A STATEMENT OF PURPOSE, ACCOMPLISHMENTS, AND NEEDS

Headquarters for this U.S. Forest Service project are at Sewanee, Tenn., on the campus of the University of the South, a major cooperator. Primary experimental areas are 10,000 acres of university land surrounding Sewanee and the 2,600-acre Flat Top Experimental Forest near Birmingham, Ala. Cooperative studies are also installed on industry and other private lands, State and National forests, and other public lands.

The Sewanee project, the only Forest Service research unit in Tennessee, is responsible for research on the problems of growing timber on the 11 million acres of the Cumberland Plateau and Highland Rim regions of central Tennessee and northern Alabama. The aim of this research program is to provide information which will enable forest landowners and managers to select and grow those tree species capable of yielding the greatest returns on the variety of soils in these regions.

Research by the project has produced substantial results, which have been reported in 88 publications. The various field studies have been visited by hundreds of interested landowners, foresters, and many others. While field study areas were adequate for this beginning research, the work has now reached the stage where more fundamental studies are also needed to solve the complex problems of establishing and culturing the many species, especially hardwoods, that are adapted to this locality. For this essential basic research, the project now vitally needs laboratory facilities and equipment, a greenhouse, and office space for scientists.

In 1963 Congress appropriated $18,500 for planning a modern silviculture laboratory. Architects plans have been drawn and specifications prepared. Copies are on file in the Washington office of the Forest Service, the Southern Forest Experiment Station in New Orleans, and at Sewanee.

An excellent campus building site has been leased to the Forest Service by the University of the South. The cost of the laboratory is estimated to be $190,000.

STATEMENT BY DONALD D. STEVENSON, CHIEF FORESTER, THE BUCKEYE CELLULOSE CORP.

Mr. Chairman and members of the committee, my name is Donald D. Stevenson, and I am chief forester of the Buckeye Cellulose Corp., a company producing market woodpulp at Foley, Fla., for the rayon and plastics industries.

Buckeye has an active forest management program on its timberlands in Florida including annual site preparation and planting of 18,000 acres. Our company foresters are also available in the area where we purchase wood to assist landowners with forest management services.

In addition, the company sells pine and hardwood sawtimber from its own lands to 12 sawmills within a radius of 75 miles of the mill. It thus has a mutual interest with other forest industries and with a large number of private landowners in a stable forest economy in the Southeast.

The task of growing timber in the South is a long-term effort requiring modern forest nursery production methods, site preparation by aerial spraying with helicopters and by heavy ground equipment, machine planting, and aerial seeding and, most important of all, protecting the timber stands from fire, insects, and diseases. Forest fire protection in every area is quite satisfactory, and our big problem at present is how to protect against serious losses from insects and disease.

Particularly vulnerable to insect and disease attacks are the thousands of acres of pine plantations established by industries and private forest owners in the South since World War II. There are over 2 million acres of young plantations in my State of Florida alone, representing a value of at least $100 million. While most of this planting has been done by private individuals and companies using their own money, the Federal Government through the soil bank program likewise has participated to a substantial extent. Now unless an expanded effort is made to combat forest insect and disease attacks more effectively, much of this investment could be in serious jeopardy.

Forest pest research by Government experiment stations has given us partial answers in the form of chemical controls for some insects and diseases. Be-

cause many of these chemicals are toxic to other forms of animal and plant life, and because biological controls may be more effective—while eliminating the hazards of chemical control—work on biological controls should be expanded as rapidly as possible. Only a little of such work is underway at present.

Recognizing the major importance of forest pest control in the South, the forest industries several years ago organized the Southern Forest Disease and Insect Research Council to stimulate more research and to finance grants-in-aid to students interested in undertaking graduate work in entomology and pathology at southern forestry schools. This effort wholly financed by the forest industries has helped strengthen research programs at the schools, and has already helped to make more scientists available for insect and disease research.

Meanwhile, I am a member of the Advisory Committee of the Southeastern Forest Experiment Station of the Forest Service. This has given me an opportunity to review its research programs and to become more aware of areas where these programs need strengthening. Forest insect and disease research is certainly one of the most important areas needing more effort at this time.

In view of the urgency of forest pest control research to protect the heavy investment in forest plantations, as well as natural stands, by large and small landowners I ask you to approve funds to expand facilities at the Olustee, Fla., Laboratory of the Southeastern Forest Experiment Station. Specifically, I hope the committee will recommend adding $250,000 to the budget for constructing and equipping the second wing of the Olustee Laboratory, as envisioned in the original plans. This would make it possible to increase this laboratory's research on forest insect controls as well as to provide some additional space for naval stores and silvicultural work.

I appreciate the committee's giving me the opportunity to present this request.

ANGELES NATIONAL FORESTS

STATEMENT OF HON. ED REINECKE, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Senator BARTLETT. Mr. Robert T. Radford, president, Watershed Fire Council of Southern California.

Mr. RADFORD. Senator Bartlett, I would like to introduce Congressman Reinecke from the 27th Congressional District in California, who has just a very short statement to make because he is in the area in which I am going to talk about. Then I would like to introduce Mr. W. B. Carter, who is chairman of the State board of forestry for the State of California.

Senator BARTLETT. With all due deference to the previous witnesses, Mr. Congressman, I would have brought you on before had I known you were here.

Representative REINECKE. Senator, I am delighted to appear before you this morning, with or without voice, for the purpose of introducing a good friend of mine, and a friend as well as a constituent, to consider accelerating funds for a very serious matter concerning my district as well as other areas of southern California, pertaining specifically to the Angeles National Forest.

This is clearly a Federal responsibility by virtue of the fact that it is a national forest. The authority is within the hands of the subcommittee by virtue of the fact that it is also in the budget.

The problems that we face there are severe because of the incalculable value of the watershed and the potential hazard to fire damage which we have experienced many times in the past.

I would appreciate very much your serious consideration of this measure.

I know the gentlemen who have worked on this plan are of unquestionable integrity. The men who administer the plan are likewise of unquestionable integrity. The plan is reasonable, responsible, and I think deserves serious consideration.

Senator BARTLETT. It certainly shall have it.

Representative REINECKE. Thank you very kindly.

Senator BARTLETT. Thank you.

MAINTENANCE AND PROTECTION OF ANGELES NATIONAL FOREST

STATEMENTS OF ROBERT T. RADFORD, PRESIDENT, WATERSHED FIRE COUNCIL OF SOUTHERN CALIFORNIA; AND W. B. CARTER, CHAIRMAN, STATE BOARD OF FORESTRY, STATE OF CALIFORNIA

Senator BARTLETT. Mr. Radford.

Mr. RADFORD. Senator Bartlett, I have been here for 10 years. I was here last year. I am president of the Watershed Fire Council of Southern California.

With that I just will comment very briefly, because Paul has all the statements over there.

It appears that in 1960 the Congress adopted a base plan for the U.S. Forest Service for the purpose of protection and maintenance of the national forests. It was to be fully implemented in a 10-year period.

This plan at that time had gotten the approval of the Budget. The total amount, including the base plan, for the 10-year period for the protection and maintenance of the southern California forests amounted to $7,319,118.

Our findings indicate that on the fires of January of this year there was a deficiency in the Federal appropriations amounting to $4,226,795 to implement that plan. Computed on the annual appropriation basis, this would mean a minimum of $845,359 would have to be appropriated for the forthcoming fiscal year of 1965–66, and a like amount each fiscal year thereafter in order to get the plan through in the 10-year period.

There is no question about the plan having been adopted, and its approval. The whole thing is this: We are falling behind.

Just as Ken Pomeroy said when he was here, we cannot afford to fall behind in this, because this item here alone is just for maintenance and protection. It does not mean putting out the fires, or anything like that.

We have made pretty good progress in southern California in the last few years in fires. This last year we only had over 5,000 acres burn in these four forests. Many years we have had more than half of all the acreage in all the national forests burned in these four forests.

This year we had almost 95,000 acres burned, and most of it was due to that Santa Barbara fire.

NEED FOR ROADS

I was up there with the Forest Supervisor about 5 years ago, and we looked over the property, all that forest over there. There are no roads in the back country.

One of the problems the Forest Service has, and you may have had repercussions back here, we have about 25 or 30 condors in the coast range, there. Some of these people obviously are society people, and they feel if you have a road back there, they will scare them away, and they will soon be extinct.

Senator BARTLETT. What is the attitude of the Sierra Club about it?

Mr. RADFORD. They are opposed to anything that will give any roads in there.

The point is, Senator, the air traffic that we have between Los Angeles and San Francisco, you can go on about three lines, each line has a plane an hour each way, and they fly right over this country, and it does not affect the birds at all.

But if you get a road back there in order to fight a fire, why, you are disturbing their natural element.

I got a little bit excited when we burned up pretty near 70,000 acres this last year, because you could not get to it. There is no road back there.

We are asking that this program be stepped up the way it was originally started, because then we will have some money for preplanning attack.

What we will do with that, they will put some truck trails so that they can get men and equipment in there. They will have the regular grid system on the whole forest when we get it done.

Now, in Los Angeles, I also happen to be chairman of the Watershed Fire Council of Los Angeles County Watershed Commission. We are in the same boat. We are part of it.

There was established $2,036,090 in the 10 years for protection and maintenance for the Angeles National Forest, so our yearly stipend that we will need from now on is $234,509, which is of course a portion of the $800,000.

I am pleading very much with you, Mr. Chairman, for this program, which is so essential to that country there.

I talked just the other day at lunch with Congresswoman Hansen from the State of Washington, after I had been last week before the House subcommittee. She said:

> I know just exactly what your problem is. I know your whole country there well.

She said:

> Our own trouble is that we have too many people from east of the Appalachian Mountains who are on our committee—

which is not quite the fact.

FIRE PROTECTION

But we have to have fire protection. Year after year this Congress has appropriated $5 million to fight fires. I have been here for 10 years. Half of those years, Mr. Chairman, they have spent the whole $5 million in those four southern California forests.

The lid is off when you have a fire. What I am after is to bring it up to the standard we started out on. That is all we are pleading for.

CONSTRUCTION OF LABORATORIES

I could plead for these laboratories and so forth and so on. I have been to Madison. I knew where the new building was going to be

built, and so on, and I have been all through it. But our problem is to get it stepped up to where it originally started, and let's get through with it.

CONDORS

Senator BARTLETT. Have you ever seen one of those condors?

Mr. RADFORD. Yes. I was with a man the other day, and we took a picture within 20 feet of them.

Senator BARTLETT. How big are they?

Mr. RADFORD. Seven feet across.

Mr. CARTER. Some have 10-foot-wide spreads.

Senator BARTLETT. Are they holding their own, or decreasing?

Mr. CARTER. Under the present management they are actually decreasing. They will come right down in somebody's backyard and pick the garbage.

Senator BARTLETT. Maybe we need an appropriation for the management of birds.

Do you have anything to add, sir?

FLOOD CONTROL

Mr. CARTER. I just want to say we heard Senator Morse's testimony, and we are certainly in agreement with it, as far as flood control is concerned.

This is interesting. Northern California has this flood and flood damage, and in southern California we have a drought. That is the difference in one State.

There was mention here about the research laboratories in Macon, Missoula, and Riverside. We certainly hope that there are appropriations in there for them, and that they stay in the budget for those fire laboratories. It is an important factor.

Of course, I support Bob's program.

Senator BARTLETT. Congressman, and gentlemen, thank you.

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

(The prepared statements of Mr. Radford follow:)

STATEMENTS BY ROBERT T. RADFORD, PRESIDENT, WATERSHED FIRE COUNCIL OF SOUTHERN CALIFORNIA, AND CHAIRMAN, COUNTY OF LOS ANGELES WATERSHED COMMISSION

FIRE PROTECTION NEEDS, NATIONAL FORESTS OF SOUTHERN CALIFORNIA

The Watershed Fire Council of Southern California, representing 11 million people in 8 counties of this region, has presented to Congress each year a carefully developed program to help provide adequate fire protection in the 4 national forests it serves and thereby contribute to the preservation of watershed areas. These four national forests are the Los Padres, Angeles, San Bernardino, and Cleveland National Forests.

Located in a climate which is characterized by long periods of drought, hot desert winds, and low humidity, the forests are constant targets for devastating forest fires. A still-expanding population has increased demands for recreational use of the forest areas, thus heightening the hazard of forest fires.

Recently compiled figures on the amount of acreage burn in this region indicate that a total of 95,913 acres of valuable watershed within the confines of these four national forests was destroyed by fire during the year 1964.

Since its formation in 1954, the Watershed Fire Council of Southern California, in cooperation with Federal forest officials, has conducted extensive studies into causes and possible solutions of fire disasters in this region, and has presented to Congress a program explaining the need for increased funds for fire protection in these four national forests.

In 1960, the Congress adopted a base plan for the U.S. Forest Service for the purpose of protection and maintenance of national forests to be fully implemented within a 10-year period. This plan has been approved by the Bureau of the Budget. The total amount included in the base plan in the 10-year period for the protection and maintenance of the four southern California forests amounts to $7,319,118.

Our findings indicate that as of January 1, 1965, there is a deficiency of Federal appropriations amounting to $4,226,795 to implement the 1960 plan. Computed on an annual appropriation basis, this would mean that a minimum of $845,359 should be appropriated in the forthcoming fiscal year of 1965–66 and a like amount each fiscal year thereafter until 1970 when the base plan should be fully implemented.

The base plan includes appropriations for personnel, preattack planning, fuel treatment, equipment and supplies. It does not include appropriations for buildings and roads which are critically needed in order to provide better fire control.

In the interest of providing more effective methods of prevention and suppression of fires in the national forests, the Watershed Fire Council of Southern California urgently petitions your committee and the Congress to:

(1) Increase the appropriation of funds in the 1965–66 fiscal year budget for fire protection and maintenance in the four southern California national forests by a minimum of $845,359 to attain the level required annually according to the needs established under the U.S. Forest Service's approved 10-year base plan.

(2) Appropriate the necessary funds to continue the program for national forests.

(3) Appropriate the necessary funds to institute a program of structural improvements within all the national forests of the United States including fire protection facilities and fire personnel quarters.

County of Los Angeles Watershed Commission

Fire Protection Needs, Angeles National Forest, Los Angeles, Calif.

The Los Angeles County Watershed Commission each year has presented to Congress a carefully developed program to help provide adequate fire protection in the Angeles National Forest and thereby contribute to the preservation of the watershed areas of this county.

Located in a climate which is characterized by long periods of drought, hot desert winds, and low humidity, the Angeles National Forest is a constant target for devastating forest fires. A still expanding population has increased demands for recreational use of the forest areas, thus heightening the hazard of forest fires.

Recently compiled statistics on the amount of acreage burn in the national forests of southern California indicate that a total of 14,354 acres of valuable watershed in the Angeles National Forest was destroyed by fire during the year 1964.

In cooperation with the Federal Government, local officials are participating in a program to combat this problem to the extent that the board of supervisors of Los Angeles County has initiated a comprehensive watershed fire protection plan for Los Angeles County over a 10-year period commencing in 1960 at a total cost of $5,238,950. To date, there have been expenditures by Los Angeles County of slightly in excess of $1 million.

In 1960, the Congress adopted a base plan for the U.S. Forest Service for the purpose of protection and maintenance of national forests to be fully implemented within a 10-year period. This plan has been approved by the Bureau of the Budget. The total amount included in the base plan in the 10-year period for the protection and maintenance of the Angeles National Forest amounts to $2,036,090.

Our findings indicate that as of January 1, 1965, there is a deficiency of Federal appropriations amounting to $1,172,549 to implement the 1960 plan. Computed on an annual appropriation basis, this would mean that a minimum of $234,509 should be appropriated in the forthcoming fiscal year of 1965–66 and a like amount each fiscal year thereafter until 1970 when the base plan should be fully implemented.

The base plan includes appropriations for personnel, preattack planning, fuel treatment, equipment, and supplies. It does not include appropriations for buildings and roads which are critically needed in order to provide better fire control.

In the interest of providing more effective methods of prevention and suppression of fires in the Angeles National Forest, the Los Angeles County Watershed Commission urgently petitions your committee and the Congress to—

(1) Increase the appropriation of funds in the 1965–66 fiscal year budget for fire protection and maintenance in the Angeles National Forest by a minimum of $234,509 to attain the level required annually according to the needs established under the U.S. Forest Service's approved 10-year base plan.

(2) Appropriate the necessary funds to continue the program for national forests.

(3) Appropriate the necessary funds to institute a program of structural improvements within all the national forests of the United States including fire protection facilities and fire personnel quarters.

FOREST RESEARCH PROJECTS AT MACON AND ATHENS, GA.

STATEMENT OF H. E. RUARK, DIRECTOR, GEORGIA FOREST RESEARCH COUNCIL

Senator BARTLETT. Mr. Ruark, director, Georgia Forest Research Council.

Mr. RUARK. Thank you, Mr. Chairman.

Mr. Chairman, I have four areas of research that I would like to discuss with you. This has to do with forest fire research at Macon of $200,000 for the next fiscal year, $50,000 at Macon for tree and seed improvement, $70,000 at Athens for hardwood management research, and $30,000 at Athens for forest mensuration.

FOREST FIRE CONTROL RESEARCH

We have prepared, and you have a brochure showing that forest fire control needs research. Thousands of forests require control personnel in the 33 Eastern States that depend on the Forest Fire Laboratory at Macon for new knowledge about fire behavior and the elements which affect fires.

The firefighters are concerned with the large blowup fires. They are aware of the volume of fuel that is increasing in forests, and know that more people are using our forests.

It is this section of the country that has suffered in the last 2 years. Parts of this section have suffered drough periods. That is the time that these disastrous fires occurred in the spring and fall of 1963, and again last fall. Already in the Northeast the people there suspect that these spring months will bring new fires.

The Forest Service records show that in the East 97 percent of the forest land that is burned in the country is in the East of the total acreage burned, and 89 percent of the number of forest fires that occur in the country occur in the eastern part of this country.

A million and three-quarter acres of protected land was burned in 1963 in the East from forest fires, 100 acres in size, or larger.

It is this situation that prompts me to come to this committee and ask for the $200,000 for the Macon laboratory.

TREE IMPROVEMENT

The next is tree improvement at Macon. The program there is 10 years old. We have come a long way, but with a small staff, and we feel that the research program should be accelerated.

It is the seed and tree improvement in the seed orchard program which starts our forests. This is an area that has not received its share of research funds.

We believe that if we are to meet the productivity of our area, this is an area where research should be increased.

Hardwood Management

Our hardwoods in the Appalachian section are used for furniture, cabinents, tools, baseball bats, skis, and many other uses. This is draining the supply, particularly of quality hardwoods.

We have a program underway at Athens with three scientists working on these problems, but we are requesting additional funds to increase this staff to give us a forestry geneticist and a plant physiologist.

These men are working with hardwood on hardwood management and hardwood regeneration, to take advantage of the accomplishments that have been brought forth by the three scientists already there, and to wind up with a good, thorough quality research team, these two scientists with their assistants are needed. That is the $70,000.

Forest Mensuration

Forest mensuration has moved into the area of the computer age now. Most of our landowners can determine the cost of site preparation and planting, insect disease control, and many other parts of the management costs, but to relate and evaluate from a mensuration standpoint to the growth and yield, we need additional information.

We need decisionmaking models which would come out of this research to assist executives in knowing how much money they can spend to produce timber, compared to the market values they have received from that timber.

Mr. Chairman, I would like to go on record endorsing the forest farmers' program for all of the South. I think it is something that is needed. I speak from this research in Georgia, but it is an area program.

State of Georgia Participation

I would like also to mention the fact that the State of Georgia is supporting this program already. Our appropriation for the coming year will be approximately $70,000 of State funds in cooperation with the U.S. Forest Service.

On the back of this brochure is the picture of the $450,000 laboratory. This laboratory was built by the State of Georgia. This is the first major forest fire laboratory in the world.

We are doing the housekeeping, maintaining this building. The U.S. Forest Service is staffing it. We have a fine cooperation in Georgia working very closely with those people.

We think we are the center of research in the South, and we are trying to do what we can, not just for Georgia, but for all of the South.

Thank you.

Senator Bartlett. You have made a good witness, Mr. Ruark.

(The prepared statement of Mr. Ruark follows:)

STATEMENT BY H. E. RUARK, DIRECTOR, GEORGIA FOREST RESEARCH COUNCIL

Mr. Chairman, and members of the committee, my name is H. E. Ruark. I am director of the Georgia Forest Research Council with headquarters at Macon, Ga. The council is an agency of the State of Georgia. We are responsible for coordinating, developing, implementing, and encouraging forest research in the State. It is a pleasure to appear before your committee and discuss forest research needs.

I am appearing before you today to request that the U.S. Forest Service's research budget be increased as follows:

1. Fire research at the Forest Fire Laboratory, Macon, Ga	$200,000
2. Forest tree and seed improvement, Macon Research Center, Macon, Ga	50,000
3. Hardwood management, Forestry Sciences Laboratory, Athens, Ga	70,000
4. Forest mensuration, Forestry Sciences Laboratory, Athens, Ga	30,000
Total	350,000

Available forest land is now near a maximum and we can expect gradual reductions in acreages of commercial timberlands in the future as they are diverted to urban development, rights-of-way, and other specialized uses. As our population increases and land is devoted to a multiplicity of new uses, we must greatly increase production on our remaining forest land in order to maintain a healthy and growing economy.

Accelerated forestry research is a must if maximum benefits and production from American forests are to be obtained. We can no longer afford to stand idly by and "let nature" take care of our needs. It is imperative, therefore, that we take the necessary steps now to increase the productivity of the remaining forest land.

FOREST FIRE RESEARCH

Thousands of forest fire control personnel in 33 States in the eastern section of our Nation look to the Forest Fire Laboratory at Macon, Ga., for new knowledge about fire behavior and the elements which affect fires. They are particularly concerned with the large blowup fire that causes the greatest damage.

Firefighters everywhere are aware that tremendous volumes of fuel are increasing in the forest. They are cognizant that more people are using the forests today than ever before. An increasing network of highways with an affluent society of recreation seekers cause the firefighter considerable apprehension.

Practically every year some section of the Eastern United States suffers a drought period. When this happens, disastrous forest fires can occur. This was the case in many States during the spring and fall of 1963 and again last fall.

The U.S. Forest Service's records show that wildfires burned almost 2½ millions of acres of Federal, State, and private forest land in the eastern half of the United States during 1963 and less than 85,000 in the western section (table 1). Fire occurrence in the East during the same period was 130,452 wildfires as contrasted to less than 16,000 in the West.

The East also suffered from large-size fires during 1963, where 1,751,097 protected acres were burned from forest fires which were 100 acres or larger in size. It is these large and often uncontrollable fires that give the firefighter the most difficulty. It is on these fires and the conditions which cause them where research is badly needed.

The Eastern States spent almost $40 million in 1963 to protect 336 million acres of State and private forest land. Of this amount $8,640,900 were Federal funds appropriated under the Clark-McNary Act. If we related fire research funds allotted to the Forest Fire Laboratory at Macon to protection cost of the area served by the laboratory, the research budget is three-fourths of 1 percent of the protection cost.

If forest fire protection cost from all Federal agencies and forest industry were available to add to the States fire protection cost in the East, the relationship of protection expenditure to research expenditure would be even more appalling.

The difference between protection and research cost is not the issue. The real issue is that forest fire managers everywhere realize that new knowledge is urgently needed if their firefighters are to keep fire losses to a minimum. Forest fire control needs research now. The $200,000 requested for the Forest Fire Laboratory at Macon, Ga., is an investment needed to provide forest fire fighters in 33 Eastern States with better knowledge of fire behavior and fighting techniques.

Forest Tree and Seed Improvement

Tree breeding, tree and seed improvement had its broadest beginning in the South a decade ago. Much of the activity was adopted from work in other areas of the United States and Europe. By experimentation and gaining of knowledge and experience, the U.S. Forest Service's program at the Macon, Ga., Research Center is now at a stage where it is ready to reap the benefits of the formative years. We have built slowly and methodically on a sound foundation and have reached the point where we must have additional funds in order to advance further.

Accelerated research in the physiology of tree seed and in the management of seed orchards for producing seed of the improved strains of southern pines is urgently needed. The tree-breeding program is producing superior strains. The limited supply of superior pine seed can be increased by the development of more intensive systems of seed orchard management.

The increased funds of $50,000 would be used to add one plant physiologist to the staff and to provide adequate support to the present forest tree and seed improvement programs.

Hardwood Management

The growing demand for furniture, cabinets, tool handles, baseball bats, skis and many other uses has caused a tremendous drain on hardwood timber. Quality hardwoods are bringing premium prices and are difficult to obtain.

Many manufacturing plants and their employees in the Appalachian section are dependant on quality hardwoods as a source of raw materials. Consequently, it is imperative that steps be taken now to assure a future supply of quality hardwoods to meet the growing needs.

These research funds would be used at the Forestry Sciences Laboratory, Athens, Ga., to add a highly trained forest geneticist and a plant physiologist to the present research team consisting of a silviculturist, a soil scientist, and a plant anatomist. This five-man team, working in cooperation with botany and forestry faculties at the University of Georgia at Athens, Ga., will be able to exploit the promising research leads uncovered to date.

Particular emphasis will be given to selecting and breeding genetically improved strains of the important hardwood species in the Piedmont section in Appalachia and to determining factors that affect the growth of these superior strains, such as modifying stand and soil conditions to maximize timber growth and quality.

The present three-man team has discovered methods of vegetatively propagating yellow-poplar and sweetgum, has developed improved methods of planting and fertilizing hardwoods, has related tree growth by species to topography and soils, and has made progress in determining the origin and development of epicormic branches that degrade hardwood timber.

The requested $70,000 would be used to add a forest geneticist and a plant physiologist with technical assistance to the present staff, thereby providing the required skills needed to capitalize on this productive research.

Forest Mensuration

In the pine belt of the southeast the marketable products include sawtimber, veneer, pulpwood, poles, piling, and gum naval stores. The total volume of any combination of these products from a forest varies with land productivity, site preparation, spacing, thinning regimes, rotation length, and other cultural and protective practices. To make rational decisions, the input-output ratios of management must be quantified by yield studies and optimum combinations identified by decisionmaking models.

Most land managers can determine the cost of management—the money expended for site preparation, planting, insect and disease control, fertilization, drainage, and use of genetically superior strains. These practices cannot be fully evaluated until mensurational research develops growth and yield models that will measure the effects of this management in terms of increased wood production. Decisionmaking models are needed to assist forest executives to decide on the best combination of timber management and market outlets.

The forest mensuration project is designed to make use of the principles and techniques of mathematics, systems analyses, and operations research in developing new concepts for the measurement of timber, the estimation of growth and yield, and the synthesis of decisionmaking models for forest landowners.

Thirty thousand dollars is the minimum needed to employ and provide support for an expert forest mensurationist at Athens, Ga. This will be a cooperative program with the faculty at the School of Forestry, University of Georgia.

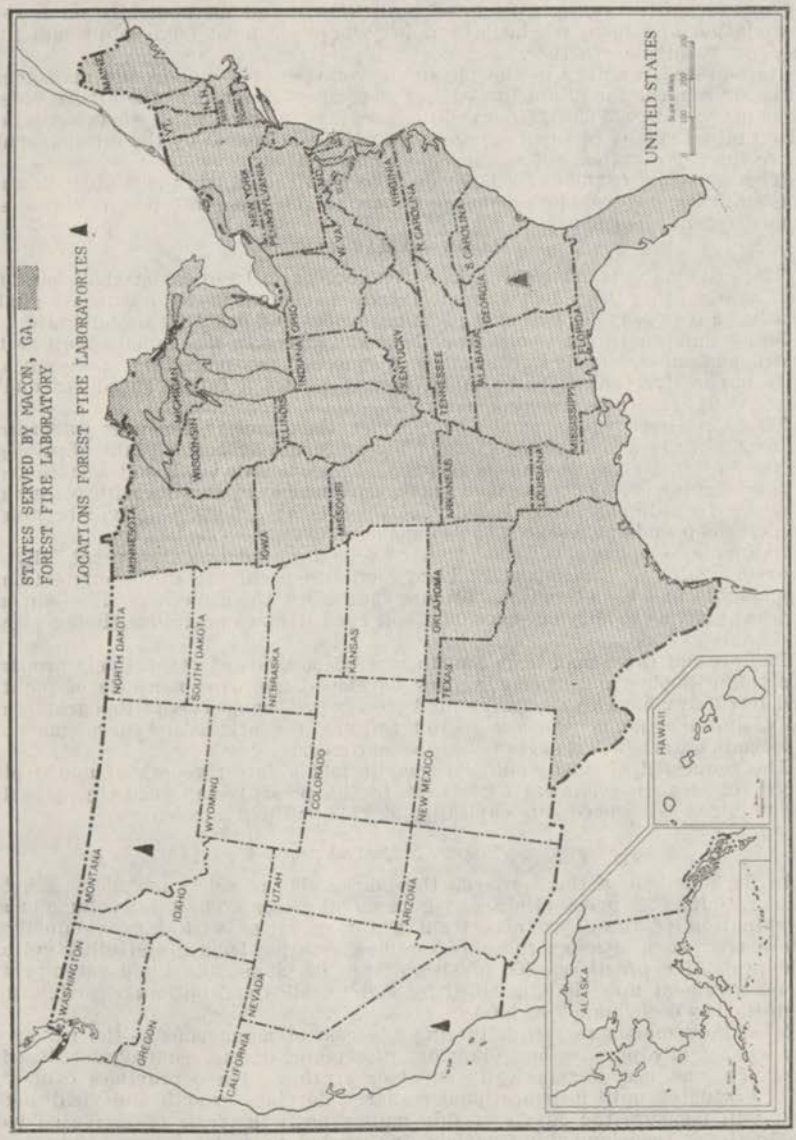
STATES SERVED BY MACON, GA.
FOREST FIRE LABORATORY
LOCATIONS FOREST FIRE LABORATORIES
UNITED STATES
MAINE
VT.
N.H.
MASS.
R.I.
CONN.
NEW YORK
PENNSYLVANIA
N.J.
MD.
DEL.
W. VA.
VIRGINIA
N. CAROLINA
S. CAROLINA
GEORGIA
FLORIDA
MICHIGAN
WISCONSIN
ILLINOIS
INDIANA
OHIO
KENTUCKY
TENNESSEE
ALABAMA
MISSISSIPPI
MINNESOTA
IOWA
MISSOURI
ARKANSAS
LOUISIANA
NORTH DAKOTA
SOUTH DAKOTA
NEBRASKA
KANSAS
OKLAHOMA
TEXAS
MONTANA
WYOMING
COLORADO
NEW MEXICO
IDAHO
UTAH
ARIZONA
WASHINGTON
OREGON
NEVADA
CALIFORNIA
HAWAII
ALASKA

TABLE 1.—*Cooperative forest fire control expenditures (Clarke-McNary law—sec. 2) and forest fire statistics on State and private lands, 1963*

	Expenditures for prevention and suppression			Protected forest land area	Forest land area burned	Number of fires
	Federal funds	Total State and private funds	Grand total			
				Acres	*Acres*	
Eastern United States [1]	$8,640,900	$30,521,762	[2] $39,162,662	335,596,000	2,431,462	127,837
Western United States [3]	2,991,366	23,674,238	[2] 26,665,604	95,738,000	26,577	6,590
Total	11,632,266	54,196,000	[2] 65,828,266	431,334,000	2,458,039	134,427

[1] Eastern United States served by Forest Fire Laboratory, Macon, Ga.
[2] Does not include funds for expenditures on national forests and other Federal lands. (Forest fire protection expenditures on national forests and other Federal lands not available).
[3] Western United States served by Forest Fire Laboratories at Missoula, Mont., and Riverside, Calif.

FEDERAL-STATE COOPERATIVE PROGRAMS

STATEMENT OF RALPH C. WIBLE, STATE FORESTER, PENNSYLVANIA, NATIONAL ASSOCIATION OF STATE FORESTERS

Senator BARTLETT. Mr. Ralph C. Wible, State forester, Pennsylvania, National Association of State Foresters.

Mr. WIBLE. Thank you, Mr. Chairman.

My name is Ralph C. Wible, State forester of Pennsylvania, but I am here today as chairman of the Legislative Committee of the National Association of State Foresters.

I have given Mr. Eaton my written testimony. I will highlight it to make this brief, but perhaps important.

I am most appreciative of the courtesy which you have extended to me in this appearance to enable me to present the viewpoint of the 50 State foresters.

These are 50 agencies that are in all 50 States. The State of Alaska has a very fine forestry agency, new but very fine.

Senator BARTLETT. Thank you.

Mr. WIBLE. The Federal-State cooperative programs provided by Congress each year have been one of the highlights in our forest programs across the Nation.

FORESTRY PROGRAMS

I would like to speak first perhaps of the cooperative forestry programs. This financial support plays a great role when joined with Federal appropriations in the protection, management, and development of the forest resources of approximately 435 million acres in State and private ownership.

These are the small woodlands, the small ownerships throughout the Nation that receive technical advice from trained foresters in order to do a better job in managing their resources.

In the budget approved and presented by the President, we are pleased to note an increase in the technical aid to small woodland owners. We ask that you sustain this.

It is significant that three-quarters of the 435 million acres of State and private forests are actually held by 4.5 million small woodland

owners. In an ever-changing world, there is great need and wisdom to sustain and strengthen the "inner-America" where the production and quality of our forest resources must be nurtured and strengthened to assure their proper contribution to the welfare of our citizens.

In my State of Pennsylvania alone, there are 275,000 owners of small woodlands, totaling 6.5 million acres, where technical forestry guidance is needed. In general, we know that the quality of management of these lands is far below that of industrial and public forest lands.

Representing more than 40 percent of my State's timber resources, we are convinced that they must bear their proportionate share of production to keep our economy on the move.

Forest Fire Prevention and Control

Now I would like to speak of a very important subject, perhaps the most important subject that I will touch on. It is the forest fire prevention and control.

No less important is our forest fire prevention and control program. Section II of the Clarke-McNary Act of 1924 leagalizes this Federal-State cooperation. I am certain we all must realize that our forest resources must be protected from fire in order that we can grow quality timber, develop recreational areas, and provide adequate quality water.

Because fire has been one of our great destroyers of forest resources, it held Congress attention during the discussion and enactment of the Clarke-McNary bill in 1924. Examination of the testimony shows that Congress acknowledged its obligation in helping the States prevent and control forest fires.

Furthermore, the records show a 50–50 sharing was an equitable and appropriate division of responsibilities. Even in the beginning, the local State and private financing was closer to a 3-to-1 basis, rather than the 50–50 basis.

As the years progressed, the Federal share did not keep pace with State and private expenditures, and for the past 5 years the ratio has been approximately 5 to 1.

Based on the ideal concept of a 50–50 sharing of responsibilities, the State foresters of the Nation have authorized me to urge you to favorably consider raising the Federal share of this partnership program, so that it is nearer the original intention.

I am further authorized to urge a budget increase for forest fire prevention and control to $15 million.

Last year the appropriation was $12,758,000. This would be something in addition to a $2 million increase.

In a way, in presenting this testimony, I am glad I am near the end of the program this morning, because I had an opportunity to hear, as well as you, some of the fine testimony, the need for the control of forest fires, the importance of walnut, as expressed by Senator Dirksen, range management, the importance of our Northeast hardwoods, and many other things.

This testimony I am giving you this morning certainly enhances the testimony given by past witnesses, because of the forest fire situation.

Everyone needs this. The protection of our forest resources is the background and backbone of this whole program. Without this pro-

tection, we cannot have parks, we cannot have good watersheds, and many other things that we need.

I would like to conclude my remarks, Mr. Chairman, with just this very brief statement. To develop the strength of what I like to call the inner America, and to sustain natural beauty and production and to upgrade our cooperative State-Federal programs, we need many things. State and private and Federal forces must join to strengthen these renewable resources.

May I therefore urge you to provide the needed funds to protect, manage, and utilize to the fullest extent this great and valuable resource, our Nation's forest wealth.

Thank you very much, sir.

Senator BARTLETT. Mr. Wible, I shall say that the National Association of State Foresters has a right to be proud of their chairman of the legislative committee, and a right to be proud of the testimony you gave here today.

Thank you, sir.

Mr. WIBLE. Thank you very much.

(The prepared statement of Mr. Wible follows:)

STATEMENT BY RALPH C. WIBLE, CHAIRMAN, LEGISLATIVE COMMITTEE OF THE NATIONAL ASSOCIATION OF STATE FORESTERS

Gentlemen, my name is Ralph C. Wible, State forester of Pennsylvania, but I am here today as chairman of the Legislative Committee of the National Association of State Foresters.

I am most appreciative of the courtesy which you have extended to me in this appearance to enable me to present the viewpoint of the State foresters of the 50 States, concerning the cooperative forestry programs in the U.S. Forest Service budget. The Federal-State cooperative forestry programs provided by Congress each year have been one of our bright lights in the advancement of forest conservation across the Nation. At this point, I would like to call your attention to the following tabulation showing the authorizations, appropriations, and recommended budget for these Federal-State programs.

Program	Present Federal authorizations	Fiscal year 1965 Federal appropriations	Increases, pay costs	Increases, other	Total President's budget, fiscal year 1966
Forest fire control (CM2)	20,000,000	12,758,000	25,000	----------	12,783,000
Forest nurseries (CM-4)	2,500,000	300,000	----------	----------	300,000
Cooperative forest management	5,000,000	3,018,000	9,000	500,000	3,527,000
Soil bank, title IV	----------	879,000	24,000	----------	903,000

COOPERATIVE FOREST MANAGEMENT

This financial support plays a great role when joined with State and private appropriations in the protection, management and development of the forest resources on approximately 435 million acres in State and private ownership. In the budget recomended by the President, we are pleased to note an increase in the technical aid to small woodland owners. We would ask you to sustain it.

It is significant that three-fourths of the 435 million acres of State and private forests are actually held by 4.5 million small woodland owners. In an ever-changing world there is great need and wisdom to sustain and strengthen the inner-America where the production and quality of our forest resources must be nurtured and strengthened to assure their proper contribution to the welfare of our citizens.

In my State of Pennsylvania alone, there are 275,000 owners of small woodlands, totaling 6.5 million acres where technical forestry guidance is needed. In general, we know that the quality of management of these lands is far below that of industrial and public forest lands. Representing more than 40 percent

of my State's timber resources, we are convinced that they must bear their proportionate share of production to keep our economy on the move.

No less important is our forest fire prevention and control program. Section II of the Clarke-McNary Act of 1924 legalizes this Federal-State cooperation. I am certain we all must realize that our forest resources must be protected from fire in order that we can grow quality timber, develop recreational areas, and provide adequate quality water. Because fire has been one of our great destroyers of forest resources, it held Congress attention during the discussion and enactment of the Clarke-McNary bill in 1924. Examination of the testimony shows that Congress acknowledged its obligation in helping the States prevent and control forest fires. Furthermore, the records show a 50–50 sharing was an equitable and appropriate division of responsibilities. Even in the beginning, the local State and private financing was closer to a 3-to-1 basis, rather than the 50–50 basis. As the years progressed the Federal share did not keep pace with State and private expenditures, and for the past 5 years the ratio has been approximately 5 to 1. Based on the ideal concept of a 50–50 sharing of responsibilities, the State foresters of the Nation have authorized me to urge you to favorably consider raising the Federal share of this partnership program so that it is nearer the original intention. I am further authorized to urge a budget increase for forest fire prevention and control to $15 million.

FOREST NURSERY PRODUCTION

This is a cooperative program to keep our forest tree nurseries producing seedlings for reforestation programs under title IV, crop conversion, and other conservation programs. In this age of protecting the valuable land and soil, it is all the more important that reforestation of suitable land be encouraged. For this reason I am authorized to request an increase of $200,000 in forest nursery production.

SOIL BANK, TITLE IV

Under this cooperative program, Federal and State funds join to finance long-range programs of reforestation of the 70 million acres of private land needing this treatment. The reforestation of poorly stocked, burned-over lands, and certain idle areas, as well as the establishment of seed orchards, will make important contributions in the national trend for outdoor beauty and economic development. Therefore, the State foresters urge an increase of $500,000 for this program.

SUMMARY

I feel it is an honor to be selected to represent the State forestry agencies of our 50 States to present this testimony relative to the appropriate needs in the field of forest conservation throughout the Nation.

To develop this strength of the inner-America we must move forward and upgrade our cooperative programs where Federal, State, and private join to strengthen these renewable resources. May I, therefore, urge you to provide the needed funds to protect, manage, and utilize to the fullest extent this valuable resource—our Nation's forest wealth.

May I think you for the opportunity to appear before you and speak for our Nation's State foresters in these Federal-State cooperative forestry programs.

SUBCOMMITTEE RECESS

Senator BARTLETT. The subcommittee will be in recess until 2 o'clock this afternoon, when more nongovernmental witnesses will be heard.

(Whereupon, at 12:05 p.m., Tuesday, March 9, 1965, the subcommittee recessed, to reconvene at 2 p.m., the same day.)

(AFTERNOON SESSION, 2 P.M., TUESDAY, MARCH 9, 1965)

Senator BYRD. The subcommittee will come to order.

This afternoon this subcommittee resumes its hearing of nongovernmental witnesses who desire to present testimony concerning various matters in the Department of the Interior and related agencies appropriations bill. There are many persons scheduled to appear this

afternoon. In view of their number I suggest that it is possible for the witnesses to file their statements for the record, for which consent is now given, and they may then summarize their positions orally.

I am advised by the clerk that transcripts will be available in room 1204 tomorrow morning for the examination of any and all witnesses who care to look at them.

BEREA RESEARCH FACILITY, BEREA COLLEGE, BEREA, KY.

STATEMENT OF HON. JOHN SHERMAN COOPER, A U.S. SENATOR FROM THE STATE OF KENTUCKY

Senator BYRD. Senator Cooper, we are pleased to have you before the subcommittee this afternoon. We have heard you many times on matters of interest to your State and to the Nation. We are very desirous of hearing you at this time.

Senator COOPER. Thank you, Senator Byrd, Senator Bartlett, and other members of the committee. I appreciate this opportunity to testify briefly and seeing the large number of witnesses here I will not take much of your time.

Senator BYRD. Take your time, Senator Cooper.

Senator COOPER. Mr. Robert Montgomery, deputy commissioner of the Kentucky Department of Natural Resources, is here to testify, and I want to introduce him. But before I do so I would like to speak briefly of the need for additional facilities at the Berea Research Facility, which is connected with Berea College in Berea, Ky. It is evident that in order for the Forest Service to be able to carry on its work fully there—including timber research and the very useful work on strip mine reclamation—a building is needed. The building would cost about $500,000, when actually constructed.

All that is being asked at this time is the sum of $40,000 for planning the building, although if the committee sees fit to include the amount for construction, it would be welcome.

I think, Senator Byrd and members of the committee, you will remember that I have come before this committee several times to testify about the importance of this research facility at Berea College.

When I came before this committee in 1963, I discussed at length the damage caused by strip mining to forests, streams, water, and wildlife. Some improvement has come about through State legislation requiring coal operators to protect and reclaim stripped land, but we know that all the problems resulting from strip mining cannot be solved through State laws alone.

The stripping process, which is about three times as productive as shaft mining, is the only source of income for many individuals and communities in Appalachia but we must safeguard the land for future use. In addition to the strict application of existing strip-mining legislation we have seen under the leadership of the department of natural resources in Kentucky, the development of sound methods for reclaiming stripped land in the mountainous Appalachian region is of the highest importance.

As I pointed out in 1963, the work begun in 1961 at Berea is the only existing comprehensive effort to devise methods for protecting and reclaiming deforested land in the kind of contoured terrain peculiar

to Appalachia. The Berea station presently is operating four types of research projects, which I am sure Mr. Montgomery will describe in greater detail, and which I will say just a word about.

Senator BYRD. And your advice is always welcomed and most helpful, Senator Cooper.

Senator BARTLETT. And sound.

Senator COOPER. Thank you.

TIMBER PRODUCTION AND MARKETING RESEARCH

This facility, as you know, carries on research related to timber, the production of timber, marketing, and management, as well as restoration, and it has been very valuable to not only my State of Kentucky but all the States which are in that eastern area which we know very well as Appalachia.

RECLAIMING LAND STRIPPED BY COAL MINING

I remember that with your help we were able to get a beginning appropriation for work on research directed toward the proper means of protecting and reclaiming land which had been stripped by coal mining.

It was very unusual, we learned at that time that while this work had been done in those areas of Ohio and Illinois where shaft mining is the method of mining, that very little had been done in the eastern part of the United States and any place in the United States relating to the best means of reclaiming land stripped by coal mining, that type of mining, which you know so well we call drift mining, where the entries go into the side of the hill and where the strip mining is done around the contours of the hill.

We have heard a great deal lately in connection with the Appalachia bill, and in connection with other proposals which have been made by Senator Lausche and others, of the research that could be undertaken in connection with reclaiming the land which has been destroyed by stripping. The only place where this has been done is at Berea College. It has been going on now for several years.

In addition, this station of the Forest Service is carrying on research in other fields about which Mr. Montgomery will testify. So, I have just come to again state my interest in the work being done by this facility, to say that while it helps my State, the type of work it is doing is important to all the States in the Eastern United States and perhaps to many States in the United States. In order to enable the facility to better carry on its work I hope that this modest request will be granted.

I know you understand these conditions, coming from West Virginia, Senator Byrd. I may say Senator Bartlett and Senator Gruening understand these problems and I know you will give them your sympathetic consideration.

Senator BYRD. Senator Cooper, you have been a leader in this field. We in West Virginia appreciate the fine efforts that you have made in attempting to bring about the program or research in connection with this problem, which is common to many parts of Appalachia.

Senator COOPER. Thank you. I must say I have had your help. If I have been able to lead it has been with your assistance.

NECESSITY THAT LABORATORY FACILITIES BE ADEQUATELY STAFFED

Senator BARTLETT. Mr. Chairman, I sat here this morning while a good many outside witnesses appeared. Most of them were advocating relatively small sums for additional research laboratories or enlargement of existing ones and all of them put together did not amount to very much money. To me we ought to move ahead as rapidly as possible in this area. But then another problem develops as we discovered up north in the 49th State. That is, once you get the new facility you have to keep plugging to have it staffed adequately. I see no use having a brandnew building unless trained efficient personnel are there to operate. I think we ought to do both things.

Senator COOPER. That is sometimes a problem, and it may apply to this very facility, if new personnel are needed there. I believe Mr. Montgomery will say something about that, because he knows better than I do whether this building will require additional personnel. I think we should inquire of the Forest Service what personnel they do need, because we must be certain to have the trained people to do the necessary work. The building alone won't do it, but I think the Service has said the staff is quite adequate at present, and needs the laboratory building for the work going on.

Senator BARTLETT (presiding). Thank you very much, Senator Cooper.

Senator COOPER. Thank you, Mr. Chairman.

FOREST RESEARCH PROGRAMS, BEREA RESEARCH FACILITY

STATEMENT OF ROBERT K. MONTGOMERY, KENTUCKY DEPARTMENT OF NATURAL RESOURCES

Senator BARTLETT. Mr. Montgomery.

Mr. MONTGOMERY. Senator, I am Robert Montgomery, deputy commissioner of the Kentucky Department of Natural Resources. I have filed my statement. I will try very briefly to summarize some of the remarks I would like to make.

First, we certainly want to thank the subcommittee for their kind work in the past. I appeared here with Senator Cooper 2 or 3 years ago when we started a strip mine research program. The success I am glad to say in this program is moving forward.

STAFFING AND PROGRAMS OF FACILITY

To answer your inquiry of Senator Cooper about the staffing of the facility, we are asking for a greenhouse. Under the present program I believe that the Forest Service has enough personnel there to carry on this work. It is our feeling that they do not have the adequate facilities to actually take care of the scientists that they do have stationed there. We have four programs going on.

One which interests our department very much is one in the area of strip mine reclamation or restoration. We have a forest management program, a timber-processing research program, and a program in research of timber-related crops such as Christmas trees, medicinal, edible plants and decorative plants, this type of research program.

FOREST INDUSTRY POTENTIAL

Each of these, of course, is very important to our State and particularly to this Appalachia because we must be able to use the potentials of this area which are timber and forest. In our State we have 11.5 million acres in timber which is 45 percent of our total land area. We are not now anywhere near approaching the potential of these forests. Last year, for example, 460 million board feet of sawed timber was cut. All of the timber-based economic activities add about $225 million to our economy and employ about 40,000 wage earners. We are convinced that this is only just a drop in the bucket to the potential of this area.

Our soil, and, of course, our climate are conducive to a forest industry. We are fully convinced in our State and certainly in our department that the research program at Greer is quite essential. This is why we had hoped that the committee would add, as Senator Cooper said, at least $40,000 or the half million dollars that is needed for the completion of this complex in this budget.

The next step, of course, then would be the construction of this facility. We think it is needed and certainly would be helpful.

I want to thank you again for your assistance over the years, for permitting me to appear here today, and I will be glad to answer any questions.

PROCESS FOR RECLAIMING LAND DEVASTATED BY STRIP MINING

Senator BARTLETT. If you have a hundred acres of land devastated by strip mining what is the process used in reclaiming this and bringing it back into constructive use?

Mr. MONTGOMERY. I think we had better back up just a minute. We do have a strip mine law in Kentucky. We require a plan of reclamation before we will issue a permit. This plan of reclamation includes the things that must be done. Particularly in eastern Kentucky we require certain grading pratices, reshaping the earth. We require a drainage plan where the water will be put eventually. Then we require a revegetation plan which includes in eastern Kentucky grasses at least on all areas, and some trees.

We are in a small program of restoring the banks which we call orphan banks. These are banks that were created before we had a law. Some that have failed for some other reasons. In this program we are doing some grading to cover up the coal, the places of coal and the acid mine materials and replanting these banks mostly to timber crops.

Senator BARTLETT. Is it necessary ever to bring in soil?

Mr. MONTGOMERY. No, it would certainly be desirable but this is rather an expensive operation. We are trying to mend the scar rather than do away with it.

Senator BARTLETT. Thank you very much, Mr. Montgomery, for a useful statement.

Senator BYRD. Thank you, Mr. Montgomery.

Mr. MONTGOMERY. Thank you, Mr. Chairman.

(The prepared statement of Mr. Montgomery follows:)

STATEMENT BY ROBERT K. MONTGOMERY, DEPUTY COMMISSIONER, KENTUCKY DEPARTMENT OF NATURAL RESOURCES

Mr. Chairman, members of the Senate Subcommittee on Appropriations for the Department of Interior. I am Robert Montgomery, deputy commissioner of the Kentucky Department of Natural Resources.

I want to thank you for giving me this opportunity to discuss with you the need for adequate facilities for the Forest Service scientists headquartered at Berea, Ky. Before discussing this subject I want to tell how much we in Kentucky appreciate your assisting us during the past few years to obtain a reasonably adequate Forest Service research program in our State.

With your good help we now have four principal research programs headquartered at the Forest Services offices in Berea. All of these programs, as well as the laboratory-office building I will recommend, are included in the national program of forestry research approved by Mr. Freeman, Secretary of Agriculture, and transmitted to the Congress during 1964. The Forest Service research programs now underway at Berea are directed toward finding better ways (1) to protect and restore forest resources on mined land in Appalachia during and after strip and auger mining; (2) to process and market timber; (3) to manage our forest land for efficient, profitable production of hardwood timber; and (4) to produce timber-related crops such as Christmas trees, and medicinal, edible, and decorative plants.

Each of these research programs are of prime importance to Kentucky and similar neighboring States. This is especially true in eastern Kentucky and other sections of Appalachia.

Some 11.5 million acres of my State are in forests—this represents about 45 percent of our total land area. Our forests are concentrated in the highlands of eastern Kentucky. This is a typical segment of Appalachia, designated by President Johnson as one of our Nation's most distressed areas. Here, many of our counties are 75 percent or more forested. Because of its mountainous terrain this part of Kentucky probably will always be heavily forested. In this same area the strip mining industry is growing rapidly, creating some of our most perplexing forest watershed and timber management problems.

Forests are basic to Kentucky's economy. They protect our watersheds, produce wildlife habitat, and provide an abundance of recreational opportunities. At the same time, they furnish raw material for a substantial wood-using industry in Kentucky as well as for similar industries in many other States. For example, 460 million board feet of sawtimber is cut annually from our forests. All timber-based economic activities in Kentucky add about $225 million to our economy annually and furnish full-time employment for more than 40,000 wage earners. These industries employ more people and add almost as much to our economy as do tobacco manufacturers in Kentucky. And they compare favorably with our State's distilling industries in employment and in contributions to Kentucky's economy.

These few examples illustrate clearly the enormous economic and social contributions made by our forest resources. Yet we are getting only a fraction of the potential contributions. Our soils and climate are excellent for hardwood timber growth and have the potential to produce four times the wood volume now being grown. Thus, we do have a great forest potential and opportunity. Consider for a moment what doubling or tripling employment in the timber industry alone would do for our people, our rural communities, and our economy in eastern Kentucky. The benefits from the business of growing, cutting, transporting, and manufacturing products of our forests are spread among many individuals and communities. Just for example, more than 90 percent of Kentucky's forests are owned by 243,000 individuals and industries.

I am firmly convinced that the Forest Service research programs at Berea, Ky., are vital to full realization of our forestry potential. The results of this research will help us develop quickly and efficiently a more permanent prosperity in such regions as eastern Kentucky.

However, before these research programs and the scientist working in them can be fully productive and make their maximum contributions, adequate research facilities must be provided. The scientists must have modern laboratories and scientific equipment to conduct research in, for example, soil and strip-mined land chemistry, water quality, soil mechanics, and physics, use of radioactive isotopes in soil, water, and plant growth relations, and the culture of tree and other forest plants. These kinds of research are essential parts of the total program, but are especially important to the work on strip-mined land, timber

management, and production of timber-related crops. The Forest Service scientists cannot do this kind of work by trial and error, uncontrolled methods out on the spoil banks, or in the forest itself. Nor can they be fully efficient and productive in makeshift, cobbled up laboratories.

The Forest Service has made a good start toward providing modern research facilities at Berea. The Berea College has given the Forest Service, at no cost, a long-term lease on a suitable tract of land for the construction of a laboratory-greenhouse-office complex. A site development plan has been prepared, and roads and utilities have been brought into the tract. And a small greenhouse-headhouse suitable for the immediate future is being constructed now on the area.

The next step, which should be taken promptly, is the construction of a laboratory-office building for the entire Forest Service research staff at Berea. Therefore, I recommend that you add $500,000 for this purpose to the Forest Service budget you are considering.

I want to thank you again for your kind assistance over the past few years, and for giving me this opportunity to appear before you today.

STATEMENTS OF MR. DUNN, NATIONAL COAL ASSOCIATION; AND JAMES GARVEY, PRESIDENT AND DIRECTOR OF BITUMINOUS COAL RESEARCH, INC., MONROEVILLE, PA.

Coal Research

Senator Byrd. Now we shall hear from Mr. Stephen Dunn, president of the National Coal Association, and he will be accompanied by Mr. James Garvey, president and director of Bituminous Coal Research, Pittsburgh, Pa.

Mr. Dunn, we are very grateful for your attendance and the presence of Mr. Garvey this afternoon. I believe this is the first occasion of the subcommittee having the pleasure and privilege of receiving testimony from you and Mr. Garvey.

Mr. Dunn. Senator, we are delighted to be here. We are very grateful for the invitation. We certainly hope it won't be the last time because you and your committee have done a wonderful job for the coal industry in this research field. We would like to come back at any time that our testimony would in any way be helpful. Actually today my only purpose is going to be to introduce Mr. Garvey. However, I would like to make a very brief comment about the coal industry before that. I am president of the National Coal Association which is a trade association representing the bituminous coal industry. Our offices and headquarters, by the way, are here. They are in the Coal Building on 17th Street across from the Mayflower.

Mr. Chairman and gentlemen, we would like to invite you and your committee to visit us again. You have been there, not all the committee. I might say we have a fine new film which really shows what the modern coal industry is like. It only takes 28 minutes. We would like nothing better than to show that film to your committee.

Effect of Coal Industry on National Economy

Before Mr. Garvey testifies I would like to say that the mining and transportation of bituminous coal and lignite directly adds more than $2.2 billion each year to the national economy in wages, purchases, and taxes. Also, I would like to say a word about the value of coal as to exports.

Coal ranks very high among the export commodities and since little or no coal is imported the $500 million in coal export volume annually makes a very substantial contribution to overcoming our balance-of-

payments deficits. This is particularly so since the coal industry has practically no investment overseas. I might add we have advised President Johnson of this in connection with his White House conference on balance of payments. Now we know how important research is to all industries. We think it is particularly important to the coal industry and events have shown that to meet the forces of modern-day competition we have to emphasize research.

In our own case we have seen the Government expend more than $2 billion in research funds to build up atomic power which has become a formidable competitor for coal in our largest market, the electric utility industry. Unfortunately no funds like that are available to the coal industry for research, but the Office of Coal Research has to a degree, to the extent that funds are available, filled a need for this intensified research effort.

FEDERAL ASSISTANCE THROUGH BUREAU OF MINES AND OFFICE OF COAL RESEARCH

The U.S. Bureau of Mines has done a fine job in its research efforts as have the private coal companies. But we would like especially this afternoon to emphasize the importance of the work done by the Office of Coal Research.

Mr. Chairman, you have followed this since the bill setting up this Office was first introduced in the House. You and your committee have been a tower of strength, not only in helping in the passage of the bill but in connection with the appropriations, your constructive interest and suggestions ever since then.

I cannot say enough to express our appreciation for the great contribution this has brought about.

INDUSTRY PARTICIPATION

Mr. James R. Garvey is a very distinguished mining engineer and scientist. He has spent upward of 15 years in bituminous coal research. By reason of his ability he was elected president of that organization. I am happy to say that the coal industry is doing its part to match Government funds. A fine modern laboratory has been erected at Monroeville, 15 miles from downtown Pittsburgh, which I know you have visited. I hope other members of the committee will do likewise. Without saying any more I would like to introduce Mr. James R. Garvey, president of the affiliate Bituminous Coal Research.

Senator BYRD. Thank you very much, Mr. Dunn. Thank you for a very fine statement.

Mr. Garvey, you may proceed any way you wish.

Mr. GARVEY. I have here a formal statement which I will turn in for the record.

Senator BYRD. Very well.

OFFICE OF COAL RESEARCH

Mr. GARVEY. I would like to go over parts of it. The National Coal Association and the Bituminous Coal Research Affiliate testified 4 years ago in support of the bill which created the Office of Coal Research. Our primary purpose in being here today is to reaffirm our belief that this is a facility, something which is needed for the coal industry.

Further, we believe that this Office under the original Director, Mr. George Lamb and current Director, Mr. George Fumich made great strides in developing a well-rounded program and substantial results are being achieved.

Before going further in our expression of the need and belief that Federal support of coal research is essential we would like to dwell for a moment on research which is being done by the coal industry and its affiliated industry.

As has been pointed out many times at these meetings the coal industry is not a large profit industry. It is not an industry made up of any dominant companies. The largest coal producer produces less than 10 percent of the national output. Because of this low profit margin it is obviously not in a position to carry out the full research program that is necessary for the industry. However, many things have been done by the industry and I think they should be recognized because the price of the product has been held constant for over 10 years and even decreased.

Industry Research and Production

Productivity has gone up and the increased average hourly earnings of its workers are 32 percent greater than the average of all industries. I think with these facts before us we must conclude that some startling innovations must have been made, some research must have been done by the industry itself. Actually much of it has been done in cooperation with allied industries such as the manufacturers. They cooperated with the coal industry in producing equipment which enables digging coal out of a face in excess of a hundred tons per hour, a pushbutton machine in which you can mine coal a hundred yards away from the operator, stripping machinery higher than the Statue of Liberty and capable of moving a hundred tons of earth at one point. Such machinery enabled the coal industry to produce in excess of 15 men per working day in 1963. This is more than twice what the production per man was 11 years ago. This increase in productivity has resulted in a decrease in f.o.b. mine prices on the order of from $4.90 to $4.38 between 1952 and 1963.

Transportation of Coal

Now, in addition to productivity gains we have also had gains in the transportation. The railroads have a very vital interest in coal since 75 percent of all coal shipped goes by rail. This is a very substantial market for them. The interdependence of the railroad and coal industry is better illustrated by the fact that in 1962 the railroad revenue per ton of coal was $3.32 as compared to the minimum price of $4.48 for that year. As a result of this interdependence there has been a need and a recognized need for technical innovation to maintain the competitive delivered prices for coal. The coal and railroad industries have cooperated in the last several years in developing larger capacity cars, faster trains, unit trains, integral trains, and so forth. This has reduced the price in some startling instances. For example, in one case from $3.81 per ton delivered to $2.50 to a large midwestern consumer and from $3.17 to $1.30 per ton for another, and there are others which I will not go into now.

INDUSTRY RESEARCH

I mentioned that the companies are working with the allied industries in this research. Despite the low profit margin they are also doing some research of their own. Few of the companies are large enough or in a financial position to carry out large-scale research programs. Those who can afford it have done so. A number of the leading producers maintain well-equipped labs to enable them to study the needs of the steel-producing industry. This has resulted in a more efficient combination of coal blend with better production of coke use for steelmaking.

Now, the development of the coal-carrying pipeline was an innovation of one U.S. coal-producing company and this was an entirely non-Government financing. This was the longest solids-carrying pipeline in the world. Other companies have engaged in research in marketing their product as chemical coke. One company has developed the use of a waste product from coal in making aluminum and there are other innovations developed by the coal companies, primarily by the larger coal companies.

The majority of the companies have not been in this position, but they have contributed their fair share by supporting the operations of our organization, Bituminous Coal Research, Inc. Through this support we have been able to develop better equipment for the smaller users of coal for heating and processing devices for elimination of problems in handling coal in both large and small plants, not of the basic structure of this heterogeneous material called coal and for information useful in the control of air pollution and acid mine water.

When we look at all these things that the coal industry has been engaged in, in regard to research, we can conclude they have been active and not sitting back waiting for somebody else to do the job.

Despite these accomplishments there still is a need for more research particularly research in the area of coal utilization if coal is to remain a part of our dynamic industry economy.

COAL AS PRINCIPAL ENERGY SOURCE

Bituminous coal has been one of the principal sources of energy for more than two centuries and should continue to be so for many years to come. As Harry Perry of the Bureau of Mines stated in a recent talk—

> Coal reserves are between 10 and 20 times those of oil, gas, oil shale, and, surprisingly, uranium.

Further recognition of the important role which coal will place in the future energy demands of our country is expressed by Elliott of the Institute of Gas Technology when he said recently—

> Before the end of this century we will see the transition from an energy system based predominantly on fluid fossil fuels to one based on solid fossil fuels which are produced to yield fluid fuels.

This is a quote not from a coal man but a man employed by the gas industry.

EFFECTIVENESS OF SPONSORED CONTRACT RESEARCH

We who represent the coal industry, especially those who are associated with its research activities, feel strongly that the objectives of

a research program for coal can be achieved most effectively by sponsored contract research such as the Office of Coal Research is doing. The research which will ultimately benefit the coal industry the most must have scientific disciplines other than coal technology. We have to recognize that neither the coal industry nor Government labs can attract the variety of scientists that are drawn to the more glamorous field of neutronics, electronics, and so on. To use the scientific know-how coal research problems must be taken to them.

The activity of the Office of Coal Research, where they enlist the help of a broad sprectum of outstanding research companies such as General Electric, Westinghouse, Spencer Chemical, and many others of similar caliber, demonstrates not only that this approach is feasible but such companies are eager to participate. In addition to the great contributions made possible through such large research-oriented companies' technologists in the coal industry and in the Government will continue to make a valued contribution. We feel by working together with the other groups their contribution will be even more valuable. This combined effort will provide the technological breakthrough by which the inherent energy of coal will be utilized. As I mentioned earlier, we in the coal industry are pleased with the progress that the Office of Coal Research has made. A well-rounded program in energy demands of the future is being developed. Through an orderly process and with a modest budget and inclusion of short-term research projects progress toward the objective set forth in establishing the Office of Coal Research are being made.

Applied Research Greatest Need

The coal industry's greatest need is for applied research which can result in commercial application in the near future. We believe that Mr. Fumich, the Director of the Office of Coal Research, recognizes this. He recently stated in a letter report to the Secretary of the Interior "the need for early results puts emphasis on applied research and development. It is necessary to show that the research results can have practical application."

A number of the projects which have already been completed by the Office of Coal Research are showing substantial results and I believe the details of these have been reported earlier by Mr. Fumich when he appeared before this committee. The Office of Coal Research program, however, has not overlooked the need for more efficient ways to convert the potential energy of coal into electricity, the demand for which, by 1980, will increase by some 233 percent.

Research programs on fuels, magnetodynamic generators and other methods for improving the 40-percent efficiency of steam powerplants are underway. We believe this work should be continued and extended.

Office of Coal Research Budget

Now, the Office of Coal Research started with a very modest budget. Its budget is still modest today compared with the several hundred million dollars which the Government is spending each year on the development of nuclear energy for power generation, a source of energy which threatens coal in its biggest budget. We feel the budget of OCR should be many times, the $6.9 million which it is for the

year 1966. We recognize, also, in the many other fields of endeavor, research effort must be accelerated judiciously or the effort can be wasted. Research ideas must be had one at a time. As these ideas develop they will proliferate and the need for increasing financing will become apparent.

As a representative of the bituminous coal industry we in the bituminous coal research urge continuation and expansion of appropriations for this major research effort.

The coal industry and its applied industries, the equipment manufacturers, the railroads, will continue their efforts to provide in bituminous coal the most economical and useful source of energy for our industrial complex. We need this expanded research effort which is beyond the capability of the industry itself.

Senator, we appreciate very much that you took the time to visit our lab a year ago in one of the darnest blizzards we had had in Pittsburgh in several years. We hoped that other members of this committee and others in Congress will also visit us. We will welcome such visits.

Thank you.

Senator BYRD. Thank you, Mr. Garvey. I enjoyed visiting on that day before Christmas, I believe it was along with your Mr. Henry G. Brown, Mr. Dunn, and I was impressed by the work that is being carried forward.

Let me say, in connection with the creation of the Office of Coal Research, Mr. Dunn, that your association was most helpful and provided a great deal of leadership in bringing that legislation to fruition.

Mr. DUNN. Thank you, sir.

RESEARCH AND COAL POTENTIAL

Senator BYRD. I feel that Mr. George Fumich, who is a West Virginian and who is Director of the Office of Coal Research, is doing a good job. I believe that the record will show that the Office of Coal Research has been alert to the opportunities and that it has in most instances certainly moved with wisdom and vision in its program of research.

As one who grew up in the coalfields, in the home of a coal miner, I have seen the coal industry when it was prosperous and I have seen it when it was in adversity. I have been one who has believed that the future of the coal industry can be brightened by our research programs. I congratulate you on your statement, Mr. Garvey. I have a few questions and then Senator Bartlett might wish to ask some questions.

RESEARCH DUPLICATION

The manner of the duplication of research effort has come up a number of times. I wonder if you would care to comment on this subject, especially as it pertains to work being done by your own organization, being sponsored by the Office of Coal Research and being carried out by the U.S. Bureau of Mines.

Mr. GARVEY. Yes, I would like to answer that question. It appears to me that the use of multiple approaches to a specific research project also results in the root of this concern, duplication of work. For

example, the Office of Coal Research is now sponsoring for contract connected with coal gasification. This might at first seem like duplication. Actually on research projects there are multiple routes which can be followed. This is what is being done in this particular instance. I think it is the real importance, the fact that through the coordinating efforts of OCR in watching all four approaches real duplication is being prevented rather than fostered.

Senator BYRD. So you feel then that the Office of Coal Research is moving in the right direction by letting a number of contracts to different organizations on the same general subject and coal gasification.

Mr. GARVEY. Yes, sir, I do because this then enables those organizations particularly qualified in having specialized talents to bring them to bear on that particular phase or approach to the research objective.

SHORT-RANGE VERSUS LONG-RANGE RESEARCH

Senator BYRD. Would you care to comment on the subject of short-range versus long-range research and how these terms can be applied to the efforts of the Office of Coal Research?

Mr. GARVEY. I think these two terms, "short range" and "long range," are often confused with the two terms often used by research people, "basic research" and "applied research." We feel that OCR's efforts should be devoted to applied research, the mere application of some research development. But within the framework of applied research there should be a balance of programs some of which will produce results in the short term or near future, some of which will take increasingly or more years to achieve the objective.

The fact that it is a several-year project versus a 1-year project does not necessarily rule out the project if you have the balance. But we do believe that the fundamental or basic type research should not be the function of OCR and that they should continue to do as they have in the past concentrating on applied research.

Senator BYRD. As I understand you, you would equate long-term research with basic research and short-term research with applied research.

Mr. GARVEY. This is what is often done. People misunderstand that a project can be applied research but not necessarily have to be what we call short term. You can have a project which goes on for a year, you can have one which goes on for 5 or 10 years. It can be applied research so long as one is following the project and assuring that no continuation just for the sake of continuation takes place, this is perfectly in order. I think this has been shown by the record of OCR where they have terminated projects which could not justify on the basis of this merit continued in.

Senator BYRD. While applied research could be long-term or short-term research, I presume you would agree that basic research is in reality long-term research.

Mr. GARVEY. That is right.

OBJECTIVE AND PROGRESS OF COAL GASIFICATION RESEARCH PROGRAM

Senator BYRD. What is the objective of the coal gasification program which you have, and can you give us any information on the progress which has been made?

Mr. GARVEY. Yes, our work has been underway a little over a year now. It is divided into three phases, the first phase is a survey to find out what the potential research possibilities are in coal gasification and to evaluate these and determine what specific research should be done. We are, of course, excluding those processes or those ideas already included by the Office of Coal Research in their program. As I said, there are four groups working in this. Right now we have finished, and last week a representative from the Office of Coal Research was at our office for 2 days. We went over the final draft form of our report on the first phase and this is ready to go to press now.

We are now embarking on the second phase, the second phase being that of conducting research on those areas which the survey in the first evaluation showed justified the further work in order to arrive at a commercial application. We have just started on this now. This will probably take the next year. The final phase of the program will be the erection of a pilot plant. Of course, nothing is being planned on that because it will be subject to the results achieved in the second phase.

SPENCE DE-ASHING PROCESS

Senator BYRD. Do you believe, Mr. Garvey, that the Spencer de-ashing process is technically feasible and in fact represents a realistic procedure to upgrade coal?

Mr. GARVEY. Yes; I do. Spencer Chemical has developed a number of interesting innovations in this coal de-ashing process. We understand, although we are not directly connected with it, we have been in touch with their people and discussed it with them and the Office of Coal Research, they have operated a continuous unit and they have demonstrated the feasibility of the various steps necessary in the process. We think it has potential.

Senator BYRD. What about the economic considerations? May I ask you, will the product be available cheaply enough to develop substantial markets?

Mr. GARVEY. It is entirely possible in our opinion that the potential for this material could be of the order of several million tons a year. Now, we understand from what we have heard that the cost of the material will add, the cost of preparing it, about 15 cents per million B.t.u. in the cost of a ton of coal. At this level it would most certainly be competitive in areas such as firing gas turbines and even as a substitute for diesel fuel.

Of course, the big market for the fuel might perhaps lie in the utility field. Before this can really be evaluated we have to or they have to, someone has to obtain enough of this material in sufficient quantity to really run some tests. It is a small scale lab operation they are running now. They cannot produce enough material to enable the tons per hour testing which is required in order to really find out how good this material is.

DE-ASHED MATERIAL USES

Senator BYRD. What are some of the properties of the material derived from the process? And what are its uses?

Mr. GARVEY. Essentially all the ash has been removed from this material. Ash-free coal is a misnomer. It is an ash-free material.

It is an ash-free fuel. It could be used very well as such in diesel engines and gas turbines where you need dust-free operation.

In addition they can take the sulfur out of the coal. This is one feature that to us makes it potentially usable as a fuel for powerplants because, as everyone is well aware, we are entering the era where fuel firing for powerplants will have to produce an effluent from the stack which essentially is sulfur dioxide. This means you have to take the sulfide out of the coal. The cost of taking it out of the effluent before it goes to the stack will be substantial; perhaps this 15 cents per million B.t.u. we are talking about, might offset the cost of eventually having to recover and, therefore, it might have a potential that we are not looking at closely enough right now.

Senator BYRD. Senator Bartlett, do you have any questions on the subject of coal research?

FOSSIL FUEL SUPPLY

Senator BARTLETT. No, but I have another question. Mr. Garvey, did you say that a spokesman for the gas industry reported that the supply of fuel from fossil fluid would be running short by the turn of the century?

Mr. GARVEY. Yes, sir. Dr. Elliott made this statement a number of times.

COAL RESERVE

Senator BARTLETT. If you cared to speak for the coal industry, what would you estimate as the time when we might expect to find a reserve of coal for use in this country?

Mr. GARVEY. How long?

Senator BARTLETT. Yes.

Mr. GARVEY. The only figures that I have available are those the Bureau of Mines and Geological Survey put out and they are talking about 800–1,000 years.

Senator BARTLETT. We shall not worry then for a bit.

Mr. GARVEY. No, sir.

Senator BARTLETT. Thank you.

WEST VIRGINIA COAL PRODUCTION

Senator BYRD. Mr. Dunn, West Virginia will be producing its 7 billionth ton of bituminous coal this month.

Mr. DUNN. Congratulations, we are very interested to note that, Senator. That is very wonderful. I think West Virginia and Pennsylvania have by far the highest tonnages in the Nation up to date. Of course, we know West Virginia is now the No. 1 coal-producing State.

Senator BYRD. What percentage of the total recoverable reserves would you say has been mined to date?

Mr. GARVEY. I would say it is less than 10 percent.

Mr. BARTLETT. Does your statement take into account Alaska, where there are vast reserves?

Mr. GARVEY. I don't believe it does. I think when these figures were developed they were not counting Alaska as being part of the U.S. reserves, but there are vast reserves in the East, and, of course, in the West.

Coal Industry Film

Senator Byrd. What is the title of your film, Mr. Dunn?

Mr. Dunn. "The Invisible Power of Coal."

Senator Byrd. Does it deal with research?

Mr. Dunn. Yes, coal research is involved but it covers all facets of the industry, production, safety, research, development, exports, transportation, services of the industry.

Senator Byrd. Is it a recently produced film?

Mr. Dunn. Yes, it was made available to the public as of March 1. We are very anxious for you and your committee, your colleagues here, to see it. We think you will like it.

Senator Byrd. I would like to see it. I am sure it would be quite interesting and informative. I hope to be in touch with you, Mr. Dunn, with regard to a showing of it.

Mr. Dunn. We will appreciate that, Senator.

National Coal Association Building

Senator Byrd. I would like to recommend to my colleagues on the subcommittee that they visit the National Coal Association Building. I have been there on a number of occasions. I think you have a very handsome building and exceedingly fine people working with you there, Mr. Dunn. I trust that my colleagues may have the privilege and pleasure of visiting with you.

Mr. Dunn. We do, too.

Senator Byrd. In behalf of the subcommittee, I thank you, Mr. Dunn, for your presentation today, and also express appreciation to you, Mr. Garvey. I am sure that the information imparted by each of you will be helpful to the subcommittee. Inasmuch as this information will be retained in our records, it will be helpful to future subcommittees as well. We regret any inconvenience to which you might have been put in traveling here from your work at Monroeville, but I feel that it will not have been in vain. I thank you, Mr. Dunn, for bringing with you today my friend, Henry G. Brown, and Mr. Carter Manasco, who used to be so helpful to the Members of the House, Bob, when you and I were in the House, especially when we were dealing with matters involving coal.

Senator Bartlett. Before the hearing opened, Mr. Chairman, I felt obliged to go to him and reprimand him for not coming to see us more often, but he said his duties lie chiefly on the House side.

Senator Byrd. Thank you, Mr. Dunn.

Mr. Dunn. Thank you and thank you for all that your committee is doing for our industry.

(The prepared statement of Mr. Garvey follows:)

Statement of James R. Garvey, President and Director of Research, Bituminous Coal Research, Inc.

Mr. Chairman, and gentlemen of the committee, my name is James R. Garvey. I am president and director of research of Bituminous Coal Research, Inc., with laboratory and offices at Monroeville, Pa., just east of Pittsburgh.

BCR is affiliated with the National Coal Association which has offices here in Washington, D.C. NCA is a nationwide trade association of the producers and sales agencies of more than two-thirds of the commercially mined bituminous coal in the United States, and my organization, through its affiliation with NCA, serves as the research agency for the bituminous coal industry. In addition, BCR

is supported by non-coal-producing companies which have an interest in the general welfare of the coal industry, including the coal-hauling railroads, manufacturers of mining, preparation, and utilization equipment, and a number of the leading users of coal including the electric utilities.

The National Coal Association and Bituminous Coal Research, Inc., have testified numerous times in the past before various bodies of Congress in support of Government-sponsored coal research to insure the optimum use of the Nation's abundant reserves of bituminous coal. We testified for and supported the legislation which, in 1959, established the Office of Coal Research in the Department of the Interior.

In one of our early appearances in support of enactment of this legislation, we stated, "The maintenance of a strong, stable, coal-producing industry is essential to the national defense and economy. A vigorous, aggressive, well-rounded research and development program would make an effective and beneficial contribution to that end." This statement still covers the position of the bituminous coal industry, and, as I will discuss in somewhat more detail later in this statement, we believe that the Office of Coal Research under its original Director, Mr. George Lamb, and its current Director, Mr. George Fumich, has made great strides in the development of a well-rounded program and that substantial results are being achieved.

Before proceeding further in this expression of our beliefs that Federal support of coal research is essential to the welfare of the coal industry and in the public interest, I would like to point out that the coal industry has not been entirely remiss in the conduct of research. As is well known, and has been explained many times at hearings of this type, the coal industry consists of many companies, no one of which is dominant. The largest coal company produces only about 10 percent of the national output, and most producers are small-to-medium businesses in comparison with those in other sectors of our economy. The statistics of income issued by the Internal Revenue Service prove that the coal industry is a low-profit margin industry, and therefore few coal companies can afford individual research programs. Further, the coal industry as an entity because of its low-profit margin, is obviously not in a position to carry the full research program that is needed; although the gains in productivity and product quality, together with the stabilization of mine prices of bituminous coal, show that the industry as a whole has been carrying a substantial share of its research burden. It must be concluded that in any industry that has—

1. Held the price of its product f.o.b. the shipping point for the past 10 years;

2. Increased average productivity efficiency by over 100 percent in the average and by over 600 percent in specific cases during the past 20 years; and

3. Has increased the average hourly earnings of its workers to where they are 32 percent greater than the average of all other industries,

has developed some startling technical innovations in the production and transportation of its product.

Research by the coal industry, conducted in cooperation with equipment manufacturers, has produced such developments as continuous mining machines capable of digging coal from the solid face at rates in excess of 100 tons per hour, a pushbutton mining machine which enables remote control extraction of coal from points as far as 800 feet away from the operator, and giant earthmoving machinery 90 feet higher than the Statue of Liberty and capable of digging 180 tons of earth out of a hillside at one bite. Such machinery enables the American bituminous coal miner to produce an excess of 15 tons per working day in 1963, more than twice his daily output 11 years earlier. This increase in productivity is much greater than that for the U.S. economy as a whole, and it has resulted in a decline in f.o.b. mine prices during the period 1952–63 from $4.90 to $4.38 a ton, a decrease of more than 10 percent. After correcting for inflation during this period, the decline in prices is nearly 20 percent.

In addition to that research which has led to these productivity gains, the coal industry has also been conducting research in cooperation with the railroads to improve the means for carrying its product to the marketplace. The railroads have a very vital interest in coal since about 73 percent of all coal shipped goes by rail. Moving U.S. bituminous coal to market is the biggest transportation job in the world, and the railroads during 1963 received more revenue from moving coal than from any three other commodities combined. The interdependence of the railroad and coal industries is no better illustrated than by the fact that, during 1962, railroad revenue per ton of coal amounted to $3.32

as compared to the mine price of $4.48 for that year. As a result of this interdependence and the need for technical innovations to maintain the competitive delivered price of coal, the coal and railroad industries, have cooperated, especially in the last several years, in the development of larger capacity cars, faster trains, unit trains, integral trains, etc. This has produced some startling reductions in rates; for example, from $3.81 to $2.50 per ton for a large midwestern consumer, and from $3.17 to $1.30 per ton for another, and reductions of the order of $1 a ton in many other instances.

While I mentioned earlier that few coal companies are in a financial position to carry out large-scale research programs, those companies which could afford it have done so. A number of the leading producers maintain well-equipped laboratories which have enabled them to study the needs of our steel-producing industry for the most efficient combination of bituminous coals needed in the production of coke for steelmaking. This work has led to the development of blends of as many sometimes as eight coals in order to provide our domestic steel industry with the best product possible, and to enable U.S. coking coals to compete in European and Asian markets.

The development of a coal-carrying pipeline was an innovation of one U.S. coal-producing company and was entirely non-Government financed. This is the longest, solids-carrying pipeline in the world. Other companies have also engaged in research which has led to the marketing of their product as a chemical coke and enabled them to compete in this and other specialty markets. Numerous companies have carried out research projects on the utilization of refuse material derived from the mining of coal, and one company has carried this to the point of piloting a plant which eventually could lead to the production of alumina from this former waste material, alumina which is needed for our aluminum industry.

While the majority of coal companies have not been in a position to carry out their research, they have contributed their fair share by supporting the operations of our organization, Bituminous Coal Research, Inc. Through this support, BCR has been able to develop better equipment for the smaller users of coal for heating and processing, devices for elimination of problems in handling coal in both small and large plants, knowledge of the basic structure of this complex heterogenous material called coal, so that greater adapatability to the market needs can be developed, and information useful in control of air pollution and acid mine water.

I believe we can conclude from the results of the aforementioned work with the manufacturers, the railroads, and by individual companies, that the coal industry has been an active participant in research.

But despite the research accomplishments of the coal industry and of its allied industries, there still exists an urgent need for more research—especially more research in the area of coal utilization—if coal is to remain a dynamic part of our industrial economy. Bituminous coal has been one of the Nation's principal sources of energy for more than two centuries; coal should continue for many years to come to be a dominant source of energy, because, as Mr. Harry Perry, of the U.S. Bureau of Mines stated in a recent talk: "Coal reserves are between 10 and 20 times those of oil, gas, oil shale, and surprisingly, uranium." Further recognition of the important role which coal will play in the future energy demands of our country is attested by Dr. Martin A. Elliott, an executive of the Institute of Gas Technology, when he recently stated: "* * * Before the end of this century we will see the transition from an energy system based predominantly on fluid fossil fuels, to one based on solid fossil fuels which are processed to yield fluid fuels."

We who represent the coal industry, especially those of us who are closely allied with coal research, feel that it is in the national interest to seek, through Government-sponsored research, means whereby the vast reserves of solid energy from coal can be utilized most effectively and most efficiently in the national economy. We further feel strongly that the objectives of such a research program can be achieved most effectively by sponsored contract research, rather than by Government "in-house" research. The U.S. Bureau of Mines has for many years maintained a coal-research program and the results of their work have been invaluable to improving coal industry technology. But the research which will ultimately be of the most benefit to the coal indudstry must include scientific disciplines other than coal technology. It should be recognized that neither the coal industry nor Government can attract the variety of scientists such as are drawn to the more glamorous fields of electronics, nucleonics, chem-

icals, etc. Therefore, to obtain the use of this scientific know-how, coal-research problems must be taken to them. The activities of the Office of Coal Research, wherein they have enlisted the help of a broad spectrum of outstandingly research-oriented companies as General Electric, Westinghouse, Spencer Chemical Co., and many others of similar caliber, demonstrate not only that this approach is feasible but also that such companies are eager to participate. In addition to the great contributions which will be made possible through such large, research-oriented companies, the technologists in the coal industry and in Government will continue to make a valued contribution. In fact, their contribution will be all the more valuable because of the assistance of the other scientific manpower available through contract research. This combined effort will ultimately provide the technological breakthroughs by which the inherent energy and chemical potential of coal will be utilized to the greatest benefit of our Nation.

For further support of the value of contract research sponsored by Government, we need only look to other organizations such as the National Aeronautics and Space Administration (NASA) and the Atomic Energy Commission (AEC). The proper combination of Government "in-house" research and contract research made the remarkable achievements of these agencies possible.

As I mentioned earlier, we of the coal industry are pleased with the progress which the Office of Coal Research, under its two Directors and with its able staff, has made since its organization a few years ago. A well-rounded program, encompassing all of the major research areas essential to the future of the coal industry and the energy demands of the future, is being developed. Through an orderly process and with a modest budget and inclusion of short-term and near-future types of research projects, progress toward the objectives which were set forth in the establishment of the Office of Coal Research is being made. The coal industry's greatest need is for applied research and development which will not only benefit the industry and our economy now, but in future years. That Mr. Fumich, the Director of the Office of Coal Research, recognizes this concept is attested to by the following statement from his recent report to the Secretary of the Interior:

"The need for early results puts an emphasis on applied research and development. It is necessary to show that the research results can have practical application." Mr. Fumich goes on to say further,

"Short-term benefits to the coal industry is an expression that has been frequently used to describe the objectives of the OCR program. But such an expression must be realistically interpreted. As the former Science Adviser to the President, Dr. Jerome Wiesner, stated in testimony before the House Subcommittee on Mines and Mining, March 26, 1963, 'You cannot expect that research and development activities are going to turn an industry around in 2 to 5 years. I think you have to anticipate that these activities are going to be spread out over a number of years and the impact of what you do today and tomorrow and next year may not be felt for several years.' "

Work already completed by the Office of Coal Research on such projects as development of packaged coal-fired boilers, the Nathan study on coal exports, the application of computers to coal-mining systems and others have provided immediate short-term benefits. Their research programs on liquification and gasification of coal contracted with the most knowledgeable industrial firms, including representative companies from the coal industry, the gas industry, and the petroleum industry of our country, will provide market benefits not only to these industries, but will prepare us for that rapidly approaching day which I referred to earlier; when the transition from a fluid fuel energy system to one based entirely on solid fossil fuels takes place.

And the OCR program has not overlooked the need for more efficient ways to convert the potential energy of coal into electricity, the demand for which by 1980 will, according to the first national power survey, increase by 233 percent. Research programs on fuel cells, magnetohydrodynamic generators and other methods for improving on the 40-percent top efficiency of the steam powerplant are underway. Not as yet contracted for, but we understand under consideration, are programs dealing with atmospheric pollutants from electricity generating stations. Such programs for lowering the cost of electricity and reducing the pollution of our air will provide substantial benefits for the public welfare.

The Office of Coal Research program started with a modest budget 5 years ago, and its budget today is still modest when compared with the several hundred million dollars which Government is spending each year on the development of nuclear energy for power generation; a source of energy which now threatens

coal in its biggest market, the electric utilities. We feel the budget of OCR should be many times the $6,945,000 which it is for fiscal year 1966, but we also recognize that as in many other fields of endeavor, research effort must be accelerated judiciously or much of the effort will be wasted. In raising chickens, one does not start by putting two hens on one egg in the hope that it will hatch sooner. In research, new ideas must be hatched one at a time; subsequently each of these new ideas as they develop with proliferate and the need for increasing finances will become apparent.

As a representative of the bituminous coal industry, Bituminous Coal Research, Inc., urges continuation and expansion of appropriation of Federal funds for a major research effort. The need for Government-sponsored coal research is as acute as it ever was. The coal industry and its applied industries, the equipment manufacturers, and the railroads, will continue their efforts to provide in bituminous coal the most economical and useful source of energy for our industrial complex. But the need for expanded research effort beyond that possible of these industries is still acute, if one of the U.S. most valuable energy and chemical sources is to be utilized most effectively.

Senator Byrd and Representative Saylor have visited the coal industry's research center at Monroeville, Pa., and observed some of the research which the coal industry has underway. We want to take this opportunity to invite other members of this committee to visit with us. The new research facility was opened in 1961 and the coal industry takes pride in this forward step toward insuring its own future through research.

RECOGNITION OF THE GOVERNOR OF ALASKA AND ASSOCIATES

STATEMENTS OF HON. WILLIAM A. EGAN, GOVERNOR, STATE OF ALASKA; FLOYD GUERTIN, COMMISSIONER OF ADMINISTRATION; R. D. STEVENSON, COMMISSIONER OF REVENUE; ROBERT E. SHARP, DEPUTY COMMISSIONER OF ADMINISTRATION; MAYOR OF ANCHORAGE, ELMER RASMUSON; AND DON BERRY, EXECUTIVE DIRECTOR, ALASKA MUNICIPAL LEAGUE

Senator BYRD. Now may we ask the Governor of Alaska to come before this subcommittee. I will ask Senator Bartlett to chair the hearings while his Governor is present. I certainly want to be here and listen to what he has to say. I wish to express appreciation, on behalf of the other members of the subcommittee, Senator Bartlett, for the good work you are doing as a member of this subcommittee, and I also wish to express gratitude for your arranging the presence of your fine Governor before the subcommittee today.

I extend a welcome to your colleague and my colleague, Senator Gruening, who does fine work in the U.S. Senate on behalf of his constituents. I appreciate his presence today.

Senator BARTLETT. I think also, Mr. Chairman, that the record should disclose that the interest in the subject now to be presented before the subcommittee is such as to commend the presence in the hearing room of Senator Ernest Gruening and Congressman Ralph J. Rivers of Alaska. Insofar as the Governor is concerned, I imagine we would have had difficulty in keeping them away from this particular hearing.

Senator BYRD. Senator Bartlett, may I suggest that, during the presentation of testimony by this witness, your Representative in the House take a chair at the table with us.

Senator BARTLETT. That is kind of you. I think we also could permit, Mr. Chairman, the others who accompanied Governor Egan to Washington, or who met him here, to join him at the table. If you will, please identify them, Governor Egan.

Governor EGAN. Senator Bartlett, to my right is Bob Sharp, who is the deputy commissioner of administration. We have Floyd Guertin, State commissioner of administration; Robert Stevenson, commissioner of revenue; Elmer Rasmuson, mayor of Anchorage; and Don Berry, who is the executive director of the Alaska Municipal League.

Senator BARTLETT. Do you have a prepared statement, Governor?

Governor EGAN. Yes, I do.

Senator Bartlett, Senator Byrd, Senator Gruening, and Congressman Rivers, I want you to know that I certainly appreciate the opportunity to appear before you today.

CONCURRENCE IN REQUEST FOR ACCELERATED APPLIED RESEARCH COAL PROGRAMS

Senator Bartlett, if I might digress from the subject for one moment, I would like to say that I listened, as I know all the people from Alaska, including you, Senator Bartlett, Senator Gruening, and Congressman Rivers, did, with interest to the testimony just immediately preceding this.

I, as Governor of Alaska, and I am sure, all of my colleagues, certainly concur wholeheartedly with the testimony which has been presented here today in respect to the need for accelerated applied research programs to do something about the lagging coal industry.

Alaska is now facing a very serious situation. The very life of our coal industry is endangered. Yet I believe that if within the next year a proper applied research project could be initiated for Alaska in this field, we might very well come up with something which would save this industry in Alaska and make it a really thriving industry rather than one which could very well be heading to oblivion. I am indeed grateful for the opportunity both of hearing your prior witnesses, and of joining in their request that the acceleration of the programs receive the support of your committee.

Senator BARTLETT. I should note, Governor, that so deep and all-encompassing is his interest in the coal industry that the acting chairman of the subcommittee, Senator Byrd, has a great familiarity with the woes from which the Alaska coal industry is now suffering, and he also has an awareness of the importance of coal to our economy.

RECOVERY FROM EARTHQUAKE DISASTERS

Governor EGAN. Mr. Chairman, just a little less than a year ago, March 27, 1964, Alaska's transition to Statehood suffered a severe setback when a disastrous earthquake hit a 30,000-square-mile area of the State. Although there remain a number of problems to be resolved and a great deal of work to be done, I am pleased that I can report to you, today, that Alaska is well on its way to recovery from this disaster. Most of the tools needed are at hand, and the spirit and determination of Alaskans remain strong.

I am proud to say that Alaskans never for a moment hesitated in beginning the gigantic job of rebuilding homes, businesses, and public facilities. Thanks to the prompt and effective actions by the Congress, and the executive branch, the task is well underway, and the day when Alaska will resume a normal pattern of growth and development is much closer than thought possible a year ago.

LONG DURATION OF FINANCIAL BURDEN

While the physical work of reconstruction has begun and we can foresee its completion in the next two or three construction seasons, the financial burden will remain with us for years to come. Private citizens have borrowed from the Small Business Administration over $12 million to repair or replace 627 damaged or destroyed homes. Private businesses have borrowed from this same source about $60 million to repair or replace 650 damaged or destroyed business establishments.

In addition, as of February 19, 31 applications, totaling almost $7 million, were pending action by the Small Business Administration. Private citizens have borrowed $125,780 from the Farmers Home Administration to repair or replace 19 homes. The Farmers Home Administration is currently working in 2 communities, Valdez and Seldovia, which will probably result in 200 to 400 applications totaling $4 to $8 million in additional loans to these individuals. Therefore from these sources the disaster indebtedness assumed and to be assumed by the private sector of the economy of Alaska will range from $83 to $87 million. Mortgage relief measures now in the process of implementation by the State and Federal Governments may reduce these amounts by approximately $11 million for those whose properties were damaged 60 percent or more.

Fifty-three loans to commercial fishermen, totaling $930,207 have been made by the Interior Department for gear replacement and repair and replacement of vessels. Two applications totaling $120,000 are pending. In addition, rental loans of $17,600 were made to commercial fishermen.

In addition to the indebtedness I have cited, individual and business savings have been expended on replacement of personal property and repairs and replacements of earthquake damaged homes and businesses. Banks and other private lending institutions have also made loans to earthquake victims.

We have no statistics on these latter items but know they would add substantially to the cost to the private sector.

I think it can readily be seen that, in the area encompassed by the disaster, a population of about 150,000 has assumed tremendous indebtedness. Repayment of the principal and interest on these loans will have a long-range effect on these citizens and on Alaska's economy itself. Such effects cannot be measured in dollars and cents.

STATE EMERGENCY ASSISTANCE

The State government, of course, immediately made available its resources during the emergency period following the disaster, and the recovery effort continues to occupy a major part of the time of most staff and operating departments of the State.

RECESS OF SUBCOMMITTEE

Senator BARTLETT. Governor Egan, we hate very much to do this, but instead of two bells ringing, as we hoped would be the case, one rang. There is a vote in the Senate. We shall recess for a few minutes, go over to the Capitol, do our duty and return here.

(A short recess was taken by the subcommittee.)

Senator BARTLETT. The committee apologizes, Governor Egan. We were required to recess. Since we did, two votes occurred. Now we will be pleased for you to continue your statement.

Governor EGAN. Senator Bartlett, you don't have to apologize. I appreciate the opportunity.

STATE APPROPRIATION FROM DISASTER BOND PROCEEDS

The State government has appropriated $17.7 million from disaster bond proceeds for urban renewal projects, mortgage relief, highways, and public buildings. The debt service on these bonds, based on a 40-year maturity, will amount to over $30 million. This is a very substantial burden for a new State to assume on top of other indebtedness made mandatory to meet the need for public facilities.

Last year the Congress recognized the unprecedented damage rendered Alaska by the earthquake, the adverse effects it would have on State and local government revenues, and the extraordinary expenses that would be required during the recovery period. And the Congress also recognized that these heavy burdens would delay the day Alaska could reasonably be expected to assume the full financial responsibility of statehood.

CONGRESSIONAL ENACTMENTS

Accordingly, the Congress passed an amendment last year to the Alaska Omnibus Act (act of June 25, 1957; 71 Stat. 141) to add $23.5 million to the authorization of transitional grants and to extend the provisions of the original act to June 30, 1966.

THE 1966 BUDGET REQUEST FOR REMAINING AUTHORIZED FUNDS

Subsequently, the Congress appropriated $17 million of the $23.5 million authorized by the amendment; $16.5 million of the appropriation was paid to the State last July, and $0.5 million was allotted to the Federal Aviation Agency for the maintenance of intermediate airports in Alaska. Therefore, $6.5 million of the authorization of $23.5 million remains available for appropriation. This amount was included in the President's budget submitted to Congress on January 25, 1965.

REVENUE SHORTFALLS AND EXTRAORDINARY EXPENSES OF STATE AGENCIES AND LOCAL GOVERNMENTS EXCESSIVE OF AUTHORIZED FUNDS

The State has carefully analyzed the revenue shortfalls and extrordinary expenses of State agencies and local governments in Alaska. This analysis reveals a shortfall of State reevnues of $11,476,000, local governments revenue shortfall of $2,945,400, extraordinary operating expenses of State agencies of $6,933,533, extraordinary operating expenses of local governments of $1,563,936 and maintenance of intermediate airports $1 million. These amounts total $23,918,861.

Subtracting from this total the $17 million Congress appropriated last year leaves a balanace of $6,918,861, which is $418,861 greater than the unappropriated balance of $6.5 million.

ADDITIONAL DISASTER EXPENSES NOW EVIDENT

I would like to say, gentlemen, that up to this time, the State of Alaska, in addition to the $17.7 million which we authorized in disaster bonds to this point, has expended better than $1 million or possibly $2 million. We just cannot put our hands on the additional requisite funds now, or in the near future should the transitional grants be denied us. We know that, even if we receive the appropriation of the authorized $6.5 million, request for which is before your committee, over the next 3 or 4 years it will be necessary for the State of Alaska either to appropriate through legislative enactment, or to issue additional bonds pursuant to Alaska disaster bond authorization, several more millions of dollars in order to care for expenses derived from the earthquake disaster.

These are expenses which were not evident at the time we came to the Congress last year and at the time the Alaska Legislature originally made its direct appropriation of State funds.

The need for the balance of the transitional grant authorization is urgent in order that State and local government functions may be carried on, and in order that the disaster recovery effort may be continued uninterrupted. Therefore, I respectfully urge this committee to approve the appropriation of $6.5 million for transitional grants to Alaska.

I would like to say, Senator Bartlett, the Assistant Director for Management and Organization of the Bureau of the Budget, Mr. Seidman, requested that I report to the committee that, following an extensive meeting yesterday in his office, which was attended by Mr. Guertin, our State commissioner of administration, Mr. Sharp, the deputy commissioner of administration, Mr. Stevenson, commissioner of revenue, Mayor Rasmusen of Anchorage, members of your staff, members of Senator Gruening's staff, and Congressman Rivers, it was obvious that there had been several inadvertent misunderstandings on the part of the people in the Bureau of the Budget as to certain items and certain facts relating to the usage of the funds previously appropriated by the Congress, and relating to the funds presently authorized but not appropriated in the amount of $6.5 million.

Through the night our people prepared a new analysis and other data in line with the suggestions of the Bureau of the Budget. The Bureau of the Budget people are now reviewing the entire matter in the light of the new data in the new analysis we have submitted to them.

I have high hopes that, as a result of this, the Bureau of the Budget will lend its support to the appropriation of these funds.

Senator BARTLETT. Does that conclude your statement, Governor?

Governor EGAN. Yes, Senator Bartlett.

(The analyses referred to by Governor Egan follow:)

STATE OF ALASKA

Revenue shortfalls:	
State agencies:	
Department of revenue	$10,548,000
Department of public works	903,000
Department of commerce	25,000
Subtotal	11,476,000
Local governments:	
City of:	
Anchorage	1,067,777
Cordova	108,196
Kodiak	185,125
Valdez	167,419
Kenai	48,847
Homer	20,400
Seward	502,473
School districts:	
Greater Anchorage	843,835
Kodiak	1,320
Subtotal	2,945,392
Extraordinary operating expenses:	
State agencies:	
Legislature	109,047
Office of Governor	107,971
Court system	21,134
Department of:	
Administration	173,494
Education	110,464
Highways	3,489,365
Military affairs	43,172
Public works	974,636
Commerce	124,919
Fish and game	214,130
Labor	75,347
Natural resources	37,954
Economic development	24,203
Health and welfare	1,092,540
Law	50,750
Public safety	211,000
Revenue	73,407
Subtotal	6,933,533
Local governments:	
City of:	
Anchorage	984,609
Cordova	33,324
Kodiak	59,124
Valdez	173,510
Girdwood	9,595
Homer	129,500
Seward	157,889
School districts:	
Greater Anchorage	8,415
Kodiak	7,970
Subtotal	1,563,936
Intermediate airports	1,000,000
Grand total	23,918,861

Analysis of total revenue shortfall of State agencies for fiscal years 1964–66 based on 9.6 percent growth factor

Department of:	
Revenue:	
Income taxes:	
Casualty writeoffs	$4,377,200
Less: Generated revenues	3,585,400
Subtotal	791,800
Other tax revenues	9,756,200
Subtotal	10,548,000
Public works	903,000
Commerce	25,000
Total shortfall of revenues	11,476,000

Analysis of State tax revenues and shortfalls based on growth factor of 9.6 percent—fiscal years 1964–65—exclusive of casualty writeoffs and disaster-generated revenues

Fiscal year 1964:	
Actual tax revenues, fiscal year 1963	$39,830,600
Plus growth factor of 9.6 percent	3,823,700
Total projected tax revenues for fiscal year 1964	43,654,300
Less total actual revenues for fiscal year 1964	39,680,800
Total tax revenue shortfall for fiscal year 1964	3,973,500
Fiscal year 1965:	
Total tax revenues projected for fiscal year 1964	43,654,300
Plus growth factor of 9.6 percent	4,190,800
Total projected tax revenues for fiscal year 1965	47,845,100
Less total revised and adjusted estimate for fiscal year 1965 [1]	42,062,400
Total tax revenue shortfall for fiscal year 1965	5,782,700

SUMMARY OF TAX REVENUE SHORTFALLS OTHER THAN INCOME TAXES

Fiscal year 1964	$3,973,500
Fiscal year 1965	5,782,700
Total	9,756,200

[1] Excludes casualty writeoffs and revenues generated from disaster construction.

BUDGET BUREAU LETTER

Senator BARTLETT. I infer, Senator Byrd, that the Governor would not have made the last statement had it not been for a chain of circumstances somewhat along the following lines: The budget message submitted to the Congress in January did request $6.5 million for the transitional grants. Thereafter, and in fact quite recently, the Bureau of the Budget in the person of the Director, Kermit Gordon, sent a letter to Chairman Hayden, and I understand an identical letter went forward to Chairman Mahon of the House committee, suggesting that the committees defer action respecting the request. I ask consent to incorporate this letter in the record.

Senator BYRD. Without objection, it is so ordered.

(The letter referred to follows:)

TRANSITIONAL GRANTS TO ALASKA

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., February 26, 1965.

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

DEAR MR. CHAIRMAN: This is in regard to the request for appropriations transmitted in the budget for the fiscal year 1966 in the amount of $6,500,000 for funds appropriated to the President, transitional grants to Alaska.

As indicated in the budget on page 137:

"In 1964, as part of the Federal assistance to Alaska following the earthquake last spring, the Congress authorized $23.5 million in additional transitional grants to help offset the anticipated loss of revenues and extraordinary expenses of the State and its local governments. An appropriation of the $6.5 million remaining under the authorization is being requested with the understanding that such amount may be reduced when the latest data on revenue losses and extraordinary expenses are received.

We have subsequently received and reviewed the latest data presented by the State of Alaska. On the basis of the information available to us concerning shortfall in revenues and extraordinary operating expenses, we do not believe a request for the additional appropriation can be justified at this time, and I request that your committee defer action on the item. This deferral should not, however, foreclose the possibility that additional data may be presented during the next few months which would justify subsequent action on an appropriation for transitional grants during fiscal year 1966.

Sincerely,

KERMIT GORDON, *Director.*

Senator BARTLETT. Let me read the last paragraph. These are Mr. Gordon's own words:

We have subsequently received and reviewed the latest data presented by the State of Alaska. On the basis of the information available to us concerning shortfall in revenues and extraordinary operating expenses, we do not believe a request for the additional appropriation can be justified at this time, and I request that your committee defer action on the item. This deferral should not, however, foreclose the possibility that additional data may be presented during the next few months which would justify subsequent action on an appropriation for transitional grants during fiscal year 1966.

SUBMISSION OF ADDITIONAL DATA TO BUDGET BUREAU

From what Governor Egan has said, an interval of several months will not necessarily have to elapse, because he just told us that on the basis of additional data submitted to the Bureau of the Budget, on March 8, it may be that the Budget's attitude concerning this appropriation is altering.

It would be my personal hope that it will have entirely altered by the time that a review is made of the material which the Governor and his staff submitted this morning. I would hope indeed that this may occur before the subcommittee considers the bill now before it.

Senator Byrd, I am going to have several questions to ask relating to all this. I wonder in the meantime if you would care to address the Governor.

COMMENTS OF SENATOR BYRD

Senator BYRD. Simply to say, Governor, that I am sympathetic with you in the situation you have had to face. I know it has been a

trying one under the unfortunate circumstances which have been visited upon your people. I think you should be commended for the work which you and the Alaska Senators and your Representatives in the Congress have done in bringing to the attention of the appropriation agencies of the Federal Government and the Congress your distressing problem.

I know that Senator Bartlett, as a member of this subcommittee, has been very alert to every opportunity to be of assistance. I have had correspondence from Senator Gruening several weeks or months back and I joined with your two Senators in contacting—on one occasion, I recall—one of the Federal agencies in an effort to be helpful. Normally each Senator attempts to exercise his talents and efforts in behalf of his own State. But the situation was so extraordinary in your case that I felt disposed to try to lend some assistance to your Senators.

I think you have made a very good statement. I would want to defer, so far as I am personally concerned, to the judgment and leadership of Senator Bartlett, insofar as this request before the subcommittee is concerned.

Alaska Resources

Governor Egan. Senator Byrd, I want you to know that we in Alaska are grateful to you and to all other Members of the Senate and the Congress and to the administration for the understanding you have had of our great problem following the disaster of last March 27. Alaska is well on the way in the development of its resources. It will be a few years before we reach the full development of our gas and oil resources. Our commercial fisheries are growing. We have great hopes for our timber and hard rock minerals development. In the field of coal we need to come up with something which will save that industry in Alaska. The support from the Federal Government, now and over the past year, together with the manner in which the people of Alaska came through in supporting themselves throughout their ordeal, means that Alaska's development will continue to the benefit not only of the State but of the Nation.

Senator Byrd. Yes. I think everyone is aware of the fact that the President and the Congress have tried to be helpful in your circumstances Of course, the best we can do is not good enough in that it is not immediate enough. I recognize that. Your people have been subjected to some very terrible ordeals. As you have indicated, the people of Alaska have done much in this situation to try to bring about a rehabilitation of the area and, on the bases of what I have read in the press and what Senators Gruening and Bartlett have indicated to me, you have done a real fine job. You have been relentless in your efforts, and you have worked hard, and I compliment you.

Senator Bartlett. Thank you very much, indeed, Senator Byrd.

Alaska and Federal Appropriations for Disaster Compared

Governor Egan, your statement indicates that to date the State, itself, has made an appropriation larger by $700,000 than has the Federal Government.

Governor Egan. That, Senator Bartlett, is with respect to the grant appropriation, an appropriation by the Congress for our shortfall

revenues and extraordinary expenses as a result of the earthquake. There are other programs whereby the Federal Government has made funds available. The Office of Emergency Planning, for instance, under Public Law 875—I can't give you the figures—I have them here in a report which will be available to the committee; the Small Business Administration helps in loans which will have to be repaid by the people. Other agencies of the Federal Government have been extremely helpful, and have expended funds in Alaska's public sector.

We are dealing here, of course, in the statement with a direct appropriation to bolster the revenues of the State because of our shortfalls and extraordinary expenditures.

Senator BARTLETT. Certainly. I should have phrased my question more carefully. That is exactly what I meant. Under the so-called Omnibus Act the Federal Government has appropriated $17 million. The State, on the other hand, for similar purposes, has appropriated, or made available, $17.7 million, you said.

CONTINUED MANIFESTATION OF DISASTER EXPENSES

Governor EGAN. That is true, $17.7 to date in direct appropriations. But in the budget which is presently before the Alaska Legislature, Senator Bartlett, there are countless items which are related to the disaster in the activities of the various departments, and which do not show in the budget as presently before the legislature as disaster items because they were not qualified under the Omnibus Amendment of last year. I just could not tell you the total of these, at this time, but they are considerable.

Over the next 3 or 4 years this will be a continuing problem in budgeting for our public works department, highway department, and other departments—funds which it will be hard to pinpoint as funds to be allocated as a result of the disaster of March 27, 1964. Nevertheless the expenses and the allocation of funds will be there.

There are problems showing up in various communities, such as Hoonah and elsewhere, which undoubtedly the State, itself, is going to have to cover as additional aid.

RELIANCE ON FEDERAL APPROPRIATION IN BUDGET PREPARATION

Senator BARTLETT. In preparing your budget for the ensuing fiscal year, a budget which you subsequently submitted to the State legislature, did you count, Governor Egan, upon this $6.5 million being appropriated by the Congress?

Governor EGAN. We certainly did, Senator, and in the budget presently before the legislature, items which relate to additional moneys which are a part of the $6.5 million are spelled out in the budget.

Isn't that right, Bob?

Mr. SHARP. That is correct, Governor. In round figures $3 million specifically identified. The balance we hope will go in the Treasury for shortfall. It is not identified in the budget document but it is counted in the total of $6.5.

Senator BARTLETT. In other words you counted on it.

Mr. SHARP. Yes.

Senator BARTLETT. What if the Congress fails to appropriate $6.5 million, or any part of that sum? What would then occur within the State government? Understandably, the situation is and has been precarious on account of the earthquake.

Governor EGAN. Senator, we would undoubtedly have to consider a rather heavy increase in our general tax revenue program if that happened at this time. It would be a very difficult time to propose an additional tax in Alaska.

MISUNDERSTANDING BY BUDGET BUREAU PERSONNEL

Senator Bartlett, I want you to know that respecting the Bureau of the Budget people and the reviews they have made of previous analyses we sent to them, it was obvious yesterday that there were a couple of very important, honest misunderstandings on the rate-of-growth factor prior to the earthquake in Alaska.

Additionally, the Assistant Director—and this is certainly understandable—didn't realize that we had made specific additional appropriations of the moneys we received from this transitional amendment of last year in addition to our regular budget document. During two different special sessions of the Alaska Legislature, which I called after the disaster in the months following the disaster, we made specific additional appropriations of these funds for the specific purposes for which the Congress, as expressed in the committee report accompanying the enactment, intended they should be used.

This was a matter, I think, which will be very important in their consideration at the present time. They evidently had the feeling that we had just lumped everything into our general budgetary process and were using the moneys for purposes which were not specifically directed to the disaster problem.

PROMPT ACTION BY FEDERAL GOVERNMENT

Senator BARTLETT. From what you have said, Governor, I would infer, in the first instance, that you, on behalf of the people of Alaska, are acknowledging that the Federal Government in this crisis moved promptly and effectively to help the people of Alaska.

Senator Gruening and I have very vivid recollections of having been in the White House meeting with President Johnson very shortly after our return from the earthquake area.

We went up there the day after the disaster, and on that occasion it was decided to set up the Alaska Reconstruction Commission, which Senator Clinton P. Anderson headed in such a commendable manner, and which accomplished so much. It was from his office that President Johnson called every congressional leader and secured his acquiescence to an immediate appropriation of $50 million additional for the Office of Emergency Planning for general purposes, with the understanding that a good share of this would necessarily flow into Alaska. I think that was a historic appropriation the day when the appropriation for $50 million passed the Congress, because only 1 day was required for passage by both houses. An assistant in the Senate told me this had never occurred before so far as he could determine from searching the records.

BUREAU OF THE BUDGET POSITION

You are also saying that you are not here to criticize the Bureau of the Budget. You represent that there was a series of misunderstandings which are now resolved. Is that correct?

Governor EGAN. That is correct, Senator Bartlett. The meeting which we have had since my arrival in Washington with the Assistant Director for Management and Organization, and his staff, of the Bureau of the Budget was on a most amiable and understanding basis. I think that all of us recognize that men will differ on interpretations, and I think it is good that, in expenditure of the public money, the representatives of the people from any State have to come in and justify their expenditure of those funds. I believe that we have now fully justified this request. I hope and feel that that is the feeling of the people in the Bureau of the Budget at the present time.

APPRECIATION FOR GOVERNMENT ASSISTANCE

I also want to say, Senator Bartlett, that I certainly am acknowledging that wonderful support Alaska received immediately following the disaster last March 27 from the President, the Congress, and the heads of the various agencies. I don't believe that at any time in American history the Federal Government has moved so rapidly and so efficiently as they did in the good work accomplished following the Alaska disaster. The people in the Office of Emergency Planning, its Director and all the staff, worked night and day with us. They worked back here in the Nation's Capital in that manner. People in the Housing and Home Finance Agency turned every effort in our behalf, as did the people in the Small Business Administration, the U.S. Army Corps of Engineers. There are so many others that I hate to get into this matter of singling out agencies, because I know I shall forget to mention some other agency which has been very important and very helpful to us. But I think all Americans can be proud of all that was done and the magnificent manner in which it was done.

You hear so much about the bigness of the Federal Government, that the personal factor is lost, and that Government cannot move efficiently. Through all the turmoil and problems which followed the disaster, and the active involvement of the various agencies, State agencies and Federal agencies, one might expect to hear charges of mishandling of funds, or of mishandling of projects. But there has not been heard one breadth of that nature in Alaska since the earthquake. This is true despite the chaos which existed for many weeks in the different communities trying to restore some order. As I said before, I think all Americans can be proud of their public servants on all fronts, not only because it was Alaska, but because it showed that the Government of the United States of American can act; it can act promptly, with great efficiency, and with great humaneness in this day and age.

Senator BARTLETT. That is a very fine statement, Governor.

ACTION BY STATE IN ABSENCE OF FEDERAL APPROPRIATION

If the Budget Bureau were not to send up a more favorable letter; if, instead, it waited for the few months mentioned in Kermit Gordon's letter, you would, in the interim, have to impose these heavy additional taxes to which you alluded?

Governor EGAN. We would have a tremendous problem, Senator Bartlett. The session of the legislature will adjourn in 2 weeks time.

In our budget this year we were extremely frugal in what we allocated to the departments.

We went to all the department heads, division heads, agency heads within the State government and told them they would have to tighten up their belts. Where they had asked for x new employees they would have to do without in most cases and people would have to work harder because of the situation confronting us. Our construction season's short. We would lose a whole year of building if this appropriation was postponed for a month or two. We have to get the programs rolling during the construction season and most of our departments of government in Alaska, as in the other States, having heavy expenditures, and thus requiring the larger appropriations, are the departments which are unduly busy during the construction season. Necessarily, adequate funds are prerequisite to the accomplishment of the construction.

Disaster Urban Renewal Project

Senator Bartlett. Governor, so that it will not come as a shock, if an effort is initiated at a later date, will you tell the committee about urban renewal. My recollection is that originally housing and home experts thought that about $67 million would be needed under a special formula to do the job required to be done in Alaska.

Subsequently, it was the judgment of the Congress that the ceiling on the project should be placed at $25 million. I understand now from an informal conversation with you and from many others, that this sum is going to fail to meet the needs. I have had many telephone calls from the little community of Cordova, which apparently needs $1.8 million. I further understand that all allocations of the $25 million have been made. By how much money in the aggregate, insofar as you can now foresee, should that ceiling be lifted?

Governor Egan. Senator Bartlett, that ceiling, as it now appears, should be about $39,800,000. In other words, it should be increased to $40 million. You are certainly correct in saying that the team of people who were sent to Alaska immediately following the disaster from the Housing and Home Finance Agency made a survey and a study. The results of that study indicated that the urban renewal in the damaged areas would need something like $67 million. Later that was revised in the hearings before the congressional committees, and a figure of $25 million was established as the ceiling under the special formula. At the present time we need, I think, close to $2 million in Cordova above and beyond that $25 million.

In Anchorage, I think it is around $15 million on L Street and in the Turnagain area of Anchorage.

Senator Bartlett. Those particular areas of Anchorage were devastatingly hit.

Governor Egan. That is right. If it is decided by the city of Anchorage to go ahead with these particular urban renewal projects, quite likely it will necessitate $15 million there. So, an additional $15 million authorization above and beyond that $25 million authorization would make it $40 million. It would still be some $26 or $27 million under the original estimate of the team that went to Alaska to make this study in March and April of last year.

I hope that it will be possible to get an amendment of that nature to the omnibus amendment of last year through the Congress. If we don't need that entire $15 million, of course, it won't be spent. But if we could get that authorization reasonably soon, the urban renewal people and the city councils of the various areas could know where they are going in this regard.

Senator BARTLETT. That is not before this committee, of course, Senator Byrd, but I thought it might be well to have a public disclosure by the Governor while he is appearing before the subcommittee.

Senator BYRD. Certainly.

ALASKAN DILEMMA IN ABSENCE OF FEDERAL APPROPRIATION

Senator BARTLETT. Governor Egan, this morning when the subcommittee was in session several witnesses were here from southern Illinois to testify that money was needed to revive the black walnut industry. These men were introduced to the committee by Senator Dirksen, who as a final statment said that if the money were not forthcoming, the black walnut industry would be in a fix.

Will it be true, Governor Egan, that if you don't get some or most of this $6.5 million, the State of Alaska will be in a fix?

Governor EGAN. It will be in a fix.

Senator BARTLETT. I have no further questions.

Thank you. You have made a very good statement. You have been very effective and very clear.

Governor EGAN. Thank you.

STATEMENT OF MAYOR RASMUSEN

Mayor Rasmusen, do you have a statement you wish to make?

Mr. RASMUSEN. Yes, sir.

Mr. Chairman, I am mayor of the city of Anchorage, which is the largest city in Alaska which suffered devastation from the earthquake of March 27, 1964. I wish to support the views and position presented by Governor Egan. Our city is in dire need of the aid under the extended transitional grants, as we have suffered and are experiencing over $2 million in shortfalls of revenue and extraordinary expenditures due to the earthquake.

Included in these extraordinary expenditures are items such as restoration of preearthquake constructed streets, sanitary and storm sewers, and municipally owned utilities. Now none of these items represents capital outlays as they are not additions to our fixed assets. Instead, they are operating expenses such as repairs, and they are so classified according to our accounting records of the city.

The State of Alaska and the municipalities in the earthquake damaged area need this help from our Federal Government. Many millions of dollars have been and are being spent by the private sector of our economy to rebuild the shattered homes and business structures. We want to thank you for your substantial assistance and assure you that your funds are being used prudently, and that they are being matched by money of the citizens of our communities.

Thank you.

URBAN RENEWAL

Senator BARTLETT. That is a very good statement, Mr. Mayor.

Would you care to comment upon urban renewal in respect to the possibility that Anchorage may need more money than is available under the present authorization ceiling?

Mr. RASMUSEN. Yes, sir; there are three areas in Anchorage which suffered particular devastation due to having slides—a collapse, you might say—of the substrata due to a kind of clay which, under the shock of the earthquake, slipped out and went down to a lower level.

A task force, appointed by the President, known as Task Force 9, came up and evaluated the areas and drew lines of what they called high risk areas. One of the financial consequences of the high risk areas is that the Federal Government through any of its agencies, whether it be SBA or Housing and Home Finance, FHA, cannot legally make new construction loans in those areas. The homes which were in these areas cannot be reinsured by the FHA, which makes it very difficult, as you understand, to maintain marketability of these homes. It, therefore, is necessary to stablize those three areas in order to make them eligible for these funds, as well as safe for both further investments and the lives of the people who may be there.

The agency which has been used is the Urban Renewal Agency. This has just been agreed between the city and the Urban Renewal Agency for one area, the Fourth Avenue slide area.

The other two which the Governor mentioned have not been tested to the point that they know exactly what it would cost, nor am I quite sure that they have agreed as to the best means of stabilization. But the funds have been exhausted and, unless there are more urban renewal funds authorized, as the Governor has recommended, we shall not be able to financially restore those two areas, and both of them are important commercial and residential areas.

Senator BARTLETT. No matter what the rules of the game might be, you described them as being that no loans would be made on residences in these sections which you named. The fact is, Mayor Rasmusen, is it not, that you yourself would not have sought a loan for very obvious reasons? Did your house go?

Mr. RASMUSEN. My house went. I couldn't.

Senator BARTLETT. Your house is no more?

Mr. RASMUSEN. That is right.

Senator BARTLETT. The committee certainly is appreciative of your appearance, Mr. Mayor, Governor Egan, and your associates. I am confident I reflect the attitude of Senator Byrd, the acting chairman of the subcommittee, in saying that what you have told us will be given the most serious consideration. We recognize the plight in which you find yourselves.

On a personal basis, I would express the hope that the sympathy and generosity of the Congress have not been diminished since March 27 last.

Governor EGAN. Senator Bartlett, I certainly thank you in behalf of all the people of Alaska. I want to express that feeling of gratitude also to you, Senator Byrd, for remaining with us and hearing our testimony here today. It was most kind of you, and each of us feels very appreciative of having this opportunity.

Senator BYRD. Governor, I am glad to have had the privilege of meeting you. I appreciate your fine statement. I trust that we can continue to be helpful.

Senator Gruening, you have been interested, of course, in listening to this testimony. I want to give you an opportunity to present a written statement, or to say anything which you would like to at this point.

MAGNITUDE OF ALASKA EARTHQUAKE

STATEMENT OF ERNEST GRUENING, A U.S. SENATOR FROM THE STATE OF ALASKA

Senator GRUENING. Thank you very much, Senator Byrd. It is a great privilege, although I am not a member of this subcommittee, to be present and say a word. I think that few people realize that this was the worst disaster that has struck any State of the Union since the beginning of our Republic. Later estimates by geophysicists, geologists, indicate that it is the most intense earthquake disaster since earthquakes were recorded, both in intensity and extent.

RECOGNIZED TENTATIVE EVALUATION OF EARTHQUAKE DAMAGE AT TIME OF FEDERAL APPROPRIATION

In addition to that, of course, it hit the economic heart of Alaska. Despite the sympathy and speedy help rendered by the administration and by the Congress, it was inevitable that the earlier estimates of the amount of damage, the continuing damage, could not be fully appreciated. So a far larger sum might well have, in the spirit in which the Federal Government came to help us, been appropriately appropriated for support to compensate for lost revenues. Much of this has come to light now and continues to come to light. Alaska is a very young State. It suffered great discrimination during our territorialism. We were making a good start at self-government. This act of God—I think that is a misnomer, it should be called an act of Satan—has set us back tremendously.

SUPPORT OF BUDGET REQUEST

The requests that are made here I think are not only fully justified but modest, and in the nature of understatement of what is due. I am very hopeful that the subcommittee and the Congress will approve what the Governor and his associates ask for. I know these funds are very much needed. I know the situation is extremely urgent. These funds are in the nature of an investment. They are not merely expenditures. They will aid to recovery. They will bring in more tax revenue for State and Nation. They will add to employment.

The unemployment situation has long been serious in Alaska as it is in the State of West Virginia. I want to add my plea to the Governor's and to Mayor Rasmusen's and those of the others here.

Senator BYRD. Thank you, Senator Gruening.

SUPPORT OF BUDGET REQUEST

STATEMENT OF HON. RALPH J. RIVERS, A. U.S. REPRESENTATIVE FROM THE STATE OF ALASKA

Senator BYRD. Mr. Rivers, do you care to make a statement?

Representative RIVERS. I will avail myself of this opportunity to make a few remarks.

First, I thank the committee for the courtesy extended in having me sit on this side of the table.

Senator BYRD. We have been delighted to have you.

Representative RIVERS. I also want to say I join wholeheartedly in stressing the urgency of the situation which the Governor, the State officials, and Mayor Rasmusen have presented. I shall reserve my more detailed analysis for the committee on the House side. Thank you very much.

Senator BYRD. Thank you, Congressman Rivers. We are glad you could be with us today.

Senator Gruening, I will simply say to you that, in West Virginia, we have had some disastrous floods and other acts of God or Satan, if you prefer to put it that way. I think, however, they have been minor in comparison with the catastrophe which was visited on your people. We are happy we could sit down today and hear more about your situation, Governor. I hope we can be helpful.

Thank you, Governor; thank you, Mayor; and thank you, gentlemen, for your appearance today.

FOREST EXPERIMENT STATION, NEW LISBON, N.J.

STATEMENT OF ROBERT A. ROE, COMMISSIONER OF CONSERVATION AND ECONOMIC DEVELOPMENT, STATE OF NEW JERSEY; PRESENTED BY GEORGE R. MOORHEAD, STATE FORESTER AND CHIEF OF BUREAU OF FORESTRY

Senator BYRD. The next witness is Mr. George R. Moorhead who will appear in behalf of Mr. Robert A. Roe, Commissioner of Conservation and Economic Development, State of New Jersey.

Mr. Moorhead, I believe you are going to submit testimony in connection with the Forest Service appropriation.

Mr. MOORHEAD. That is right.

Senator BYRD. Do you have a prepared statement?

Mr. MOORHEAD. I have prepared it and I have submitted it.

Senator BYRD. It may be included in the record.

Do you wish to say anything by way of supplementing that statement?

Mr. MOORHEAD. I would like to comment very briefly.

Senator BYRD. Please proceed.

Mr. MOORHEAD. I am here for a twofold purpose today. The basic reason is to object to the closing of the New Lisbon Experiment Station, of the U.S. Forest Service and also to urge that the research down there be expanded. Chiefly $200,000 for timber and $150,000 for fire. If ever there was a State that needs this type of research it is New Jersey. To be without it would be drastic. We are aware

of the situation. We have a multimillion-dollar program for Green Acres, we are going to acquire better than 175,000 acres. Here again we need knowledge to adequately make use of this land.

This unit has furnished the foresters with the skills and tools and knowledge that we need to do the basic job.

I want to say that many people in New Jersey are considerably alarmed about this. Also to state, which was not included in the major part of the testimony, that State Forester Buckingham and State Forester Wible and representatives of landowners in the section served by the project join in the recommendations.

INDUSTRY INTEREST AND PARTICIPATION IN PROJECT

We have representatives from industry who have also shown their interest—West Virginia Pulp & Paper Co., chiefly because it does cooperative research in connection with the development of superior trees. This is a project which was recently started. We would not like to lose it. We have representatives from the Campground Association and also from the Farm Forest & Christmas Tree Association in New Jersey who asked that I mention that they are definitely concerned about this. The thing about the overall is that these projects have been cooperative. Approximately half of the manpower and some of the money and materials has been given by these various individuals mentioned. We feel it would have drastic consequences. Hence we would like to see the program continue and the research expanded.

Senator BYRD. Thank you.

Mr. MOORHEAD. I have two people today from the Newark, N.J., watershed, Tom Byrnes, superintendent of the area, and Mr. John Herman, the forester. They are very closely affiliated with the program.

Senator BYRD. We are very glad to have Mr. Byrnes and Mr. Herman accompany you.

Mr. MOORHEAD. If you have any questions I shall try to answer them.

Senator BYRD. I don't have any questions, Mr. Moorhead. We appreciate your fine statement. Your prepared statement will be included in the record.

Mr. MOORHEAD. I appreciate your courtesy in allowing us to appear.

Senator BYRD. We are sorry you have been delayed.

Mr. MOORHEAD. That is quite all right.

(The prepared statement of Mr. Roe follows:)

STATEMENT OF ROBERT A. ROE, COMMISSIONER OF CONSERVATION AND ECONOMIC DEVELOPMENT, STATE OF NEW JERSEY

I, George Moorhead, as State forester and on behalf of Hon. Robert A. Roe, commissioner of conservation and economic development, State of New Jersey, hereby present the following statement in support of our request that the New Lisbon, N.J., unit of the U.S. Forest Service, Northeastern Forest Experiment Station be continued and that there be no curtailment of appropriations for the forestation research program. There is not only a dire need for the retention of the New Lisbon unit, but it is also essential that increased manpower and funds be allocated for research in this area.

New Jersey has the highest density of population of any State in the Nation—approximately 888 people per square mile. Our area is limited and the intensive land use demands most skillful management of our forest resources. The problems are complex and the area could well be the testing ground for the Nation

in determining how best to live with our expanding population and supply those multiuse benefits so necessary for our economic growth and well-being. We must accelerate research in water for the consideration of quality, quantity, and abatement of pollution. Quantity and quality of our water supply is of paramount importance. Water pollution is one of the most serious problems facing the Nation today. Research is vitally needed to determine the effects of woodland on climate and its influence on counteracting air pollution. In addition, we must accelerate research in forest fire prevention and control.

The combined effect of research and resulting management provide another most significant factor—esthetics. Although classified as one of the intangibles, its beneficial effect on mankind is universally recognized.

New Jersey is currently administering a multi-million-dollar green acres open space land conservation program. tI is anticipated that over 175,000 acres of land throughout the State will be acquired under this program. This additional land area will require scientific management.

Closing the New Lisbon unit would have a drastic detrimental effect on New Jersey's land and water resources and adjacent areas in the Northeastern United States. Research at this unit has been of inestimable value in showing how to make the most of scarce natural resources in a crowded environment. Their work will continue to be of greater importance in the future. Research provides the tools so that practicing foresters can do the best possible job.

The New Lisbon unit has had two specifically named projects for which money had been appropriated—municipal watershed management, and timber management.

MUNICIPAL WATERSHED MANAGEMENT PROJECT

While the 12 Northeastern States contain less than 6 percent of the area in the 50 States, 1960 census figures indicate they had 28 percent of the population. Approximately 75 percent of the population in the Northeast is concentrated in urban areas where water is primarily supplied by municipalities or water companies.

Water sources vary: some cities depend on large rivers and treatment of such water, some on deep wells, and others on relatively small streams and storage of water in reservoirs. The last group includes more that 360 municipalities, having one-third of the region's population. More than 1 million acres of forest lands are involved in protecting the water supplies going into these reservoirs.

Forests protect the quality of water by reducing turbidity and sedimentation, but they also use water. Many of the municipalities are concerned with increasing water demands. Methods of manipulating vegetation to reduce water use and still maintain water quality would increase low water flows and reduce the need for additional reservoirs or other costly improvements.

Vegetation and its effects vary, being influenced by geologic and soil conditions, climate, and topography so that results obtained in one area may not be duplicated in others. Consequently, sampling under difficult conditions is necessary.

The present municipal watershed management project of the Northeastern Forest Experiment Station has made a beginning on the necessary sampling. In the 18,000-acre Baltimore (Md.) watershed and the 36,000-acre Pequannock watershed of Newark (N.J.), the respective cities have constructed gaging stations and for 5 or 6 years taken the necessary records to calibrate three small watersheds in each property. Similar long-term studies are underway with Pennsylvania State University in central Pennsylvania and with the Pennsylvania Department of Forests and Waters in the Poconos. In the two studies with Baltimore and Newark, the New Lisbon unit should now determine the calibration or relationships in water yield between watersheds so that vegetation treatments can be made and their effects determined—and also so that costly contributions by the cities on these studies are not lost.

We strongly oppose the budget recommendation that no funds be appropriated for the municipal watersheds management project in fiscal year 1966. In view of the Northeast's needs and the low staffing to date of the present project, we recommend that the present project be expanded. To fulfill the needs of the Northeast, cooperative studies, similar to those with Baltimore and Newark, should be undertaken. In these, as in existing cooperative studies, more than half of the overall cost will be contributed through the materials and labor supplied. The two other watershed management

projects of the Northeastern Forest Experiment Station, located in West Virginia and northern New Hampshire, cannot supply the needed information.

We recommend that $200,000 be appropriated in fiscal year 1966 for the municipal watershed management project of the Northeastern Station, and we are joined in this recommendation by State Forester Buckingham of Maryland, State Forester Wible of Pennsylvania, and the managers of the Baltimore and Newark watersheds.

TIMBER MANAGEMENT PROJECT

The timber management project at New Lisbon, N.J., has been concerned with the silviculture yellow pine-oak forests, mostly on the coastal plain and Piedmont sections. Its territory includes Delaware, eastern and central Maryland, southeastern Pennsylvania (to Harrisburg) and New Jersey. Portions of southern New England and eastern New York have similar forest conditions. The varied forest types of this section cover more than 9 million acres, about 12 percent of the commercial forest lands in the 12 Northeastern States.

Forest types, ownership patterns, forest productivity, and primary use vary greatly. In some sections loblolly, pitch, shortleaf, Virginia, or pond pines predominate; in others, mixed oaks, while on moist sites yellow poplar and sweetgum become common, and in some swamps white cedar; productivity varies. In Maryland, southern Delaware, and part of Pennsylvania, wood-using industries own appreciable acreage. Lands in State ownership include tracts as large as 95,000 acres, in municipal ownership, tracts up to 36,000 acres. However, the bulk of the forest lands (over 90 percent) is in private holdings, mostly small, so that there are probably more than 150,000 individual owners.

Past research by the New Lisbon project has concentrated on developing suitable methods of regenerating conifers and of converting suitable sites to such stands, and a start has been made to develop similar knowledge for the hardwoods. This knowledge has been gained with the cooperation of state forestry agencies, private owners and companies, who together have contributed the land, materials, and usually all the special machinery required by the studies. CFM foresters as well as practicing foresters employed by industries, municipalities, or other state agencies and the consultants have quickly put research results into practice. And the number of such applicators has greatly increased—quadrupled in eastern Maryland, for example, in 15 years.

Future research should provide the additional knowledge necessary for regenerating hardwoods and for intensively managing both conifers and hardwood stands, especially by providing superior trees through selection and breeding. A start on the last has been made in the conifers. With the help of State and other personnel in 10 States, superior trees have been selected among pitch and loblolly pines, and scions obtained. Grafts were made by personnel of the West Virginia Pulp & Paper Co. (who also planted and tended the necessary seedlings, then prepared them for shipment). A breeding orchard of 4¼ acres was planted at New Lisbon in the fall of 1964. Providing this plantation received sufficient care, it can be used for controlled breeding in about 3 years.

The needed research should be conducted by the Northeastern Forest Experiment Station. Not only do similar conditions occur across the State lines, but some of the States, as New Jersey, have no facilities for conducting research.

Some of you may wonder about the need for such research, thinking that other land use will eliminate forest land. Hence, I should point out that New Jersey's present forested area occupies approximately 46 percent of the State land area and has remained constant since 1890. Little total decrease is expected in the next 25 years. As another example, Connecticut's forests cover 63 percent of the State, more than double the area of 100 years ago, and will also probably decline only slightly in extent in the next 25 years. In all States, cleared agricultural land shows declines—both to developments and to abandonment, the latter primarily replacing forest land losses.

Other timber management research projects of the Northeastern Forest Experiment Station cannot take over current studies of the New Lisbon project nor serve its area. Six are located in northern New England and the other two are in northeastern Pennsylvania and in West Virginia.

For the above reasons, we are in opposition to the budget recommendation that no funds be appropriated for the New Lisbon timber management project in fiscal year 1966. We recommend that its present funds not only be retained but be increased to $200,000 in fiscal year 1966. We are joined in that recommendation by State Forester Buckingham of Maryland and State Forester Wible of

Pennsylvania and by representatives of the landowners in the section served by the project, some of whom are present at today's hearing.

FIRE RESEARCH

The job of fire research had not been assigned to the New Lisbon unit but $10,000 had been provided for the Northeast.

Without adequate protection, all other management activities are minimized. We still have a lot to learn about control of fire.

It is respectfully recommended that fire research be retained and $150,000 be appropriated to the Northeastern Forest Experiment Station for that purpose.

In closing, I should note that the Allegheny section, Society of American Foresters, which is the organization representing professional foresters in West Virginia, Pennsylvania, Maryland, Delaware, and New Jersey, recently passed a resolution opposing the closing of the New Lisbon projects. A copy of this resolution is attached.

I have talked with Dr. John Gerwig, director of extension, Rutgers State University, and he asked that I emhpasize that they are completely in accord with the recommendations given in this statement today.

Mr. Thomas Byrne, superintendent, and Mr. John Heilman, forester, both from the Newark watershed, city of Newark, N.J., are here today. They are completely in accord with the recommendations as given. Should you gentlemen have any questions, I am sure they would be pleased to answer them.

We thank you for the opportunity to appear before you today and would appreciate your favorable consideration of our requests.

RESOLUTION OF THE SOCIETY OF AMERICAN FORESTERS—ALLEGHENY SECTION

Whereas, the Allegheny section of the Society of American Foresters, composed of foresters in a five-State area, understands that funds for the operation of the New Lisbon, N.J., research project of the Northeastern Forest Experiment Station are to be terminated June 30, 1965; and

Whereas the cooperative research studies presently underway are of vital importance to the public welfare, especially to—

(1) The managers concerned with increasing water yields of municipal watersheds in highly populated areas of the Northeast and to

(2) Practicing foresters interested in forest fire protection and timber management in eastern and central Maryland, southeastern Pennsylvania, Delaware, and New Jersey; and

Whereas the discontinuance of these studies will result in the loss of time, effort, and money invested over a period of several years by many State, municipal, and private cooperators in the—

(1) Construction of gaging stations and recordkeeping in watershed studies; and

(2) On many silvicultural studies including a recently established orchard of grafted seedlings for tree breeding: Therefore be it

Resolved, That the Allegheny section of the Society of American Foresters, meeting in Pittsburgh, Pa., this 11th day of February 1965, expresses to the responsible executive and legislative officials opposition to the closing of the New Lisbon project.

EXPANSION AND MODERNIZATION OF FOREST PRODUCTS LABORATORY

STATEMENT OF ROBERT M. KATZ, GENERAL COUNSEL, HARDWOOD PLYWOOD MANUFACTURERS ASSOCIATION

Senator BYRD. I am informed that Mr. Robert M. Katz, counsel for the Hardwood Plywood Manufacturers Association, who happens to be the last witness on the list, is scheduled for a 5:30 flight to Memphis.

We shall therefore proceed, with the kind and understanding indulgence of the other witnesses in order to accommodate Mr. Katz. We shall then hear you, Mr. Hjort.

Mr. Katz, do you have a prepared statement?

Mr. KATZ. Yes, sir.

Senator BYRD. Would you like this included in the record?

Mr. KATZ. Yes, sir.

Thank you very much for your courtesy in permitting us to speak at this time.

My name is Robert Katz. I am an attorney with offices in Washington, D.C., and am general counsel of the Hardwood Plywood Manufacturers Association, and am appearing here today on its behalf.

The Hardwood Plywood Manufacturers Association is a trade association composed of 57 members who manufacture hardwood plywood. In addition, the association has affiliate members who provide materials and services to the hardwood plywood industry. Our membership consists of small manufacturers employing as few as 10 employees, as well as large companies employing more than 1,000 workers. Hardwood plywood plants, located in 31 States, are in many instances located in areas of substantial and persistent unemployment. The procurement area of our product is to a considerable extent located in Appalachia, the areas where fine hardwoods originate. Most of our members are of such size that they cannot profitably afford extensive research in the area of wood technology. When a manufacturer employs 10 people he can't of course have a large research and development program.

Accordingly, they have relied to a considerable extent on the wood research activities of the Forest Products Laboratory. In addition, information requested of our industry by various Government agencies is frequently substantiated and verified by the Forest Products Laboratory. I might mention at this time the Federal Housing Administration is asking for various studies some of which could be most profitably engaged in by the Forest Laboratory if they thought the program was of sufficiently broad interest to justify the expenditure.

INDUSTRY FOREIGN COMPETITION

Because of the research and study made available to our industry by the Forest Products Laboratory, our industry has been assisted in continuing development activities. Our industry is faced with ever-increasing competition from foreign producers and manufacturers of hardwood plywood. Further, because of the impetus provided by the work of the Forest Products Laboratory, many jobs have been provided for domestic industry in poverty areas and in labor-surplus areas. Accordingly, the Hardwood Plywood Manufacturers Association endorses expansion and modernization of the facilities of the Forest Products Laboratory.

Senator BYRD. Thank you, Mr. Katz.

Mr. KATZ. Thank you, Mr. Chairman.

Senator BYRD. We are sorry that you were kept waiting, but we are glad that we can accommodate you in time to make your flight.

Mr. KATZ. Thank you, sir.

(The prepared statement of Mr. Katz follows:)

STATEMENT OF BEHALF OF HARDWOOD PLYWOOD MANUFACTURERS ASSOCIATION

My name is Robert Katz. I am an attorney with offices in Washington, D.C., and am general counsel of the Hardwood Plywood Manufacturers Association, and am appearing here today on its behalf.

The Hardwood Plywood Manufacturers Association is a trade association composed of 57 members who manufacture hardwood plywood. In addition, the association has affiliate members who provide materials and services to the hardwood plywood industry. Our membership consists of small manufacturers employing as few as 10 employees, as well as large companies employing more than 1,000 workers. Hardwood plywood plants, located in 31 States, are in many instances located in areas of substantial and persistent unemployment.

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Senator BYRD. Now, Mr. Hjort, will you proceed.

Mr. HJORT. Yes.

FOREST PRODUCTS LABORATORY EXPANSION AND MODERNIZATION

STATEMENT OF GEORGE V. HJORT, VICE PRESIDENT, BOISE CASCADE CORP, BOISE, IDAHO

Senator BYRD. Would you like to have your statement inserted in the record?

Mr. HJORT. Yes, sir.

I do appreciate the opportunity to come here. I am a vice president of Boise Cascade Corp., a company that manufactures plywood and lumber, over 800 million board feet annually. We feel that the improvement of our Forest Products Laboratory is a must. The purpose of my being here is to request $190,000 to be appropriated to do the engineering and architectural work for the improvement of the present facilities which are being vacated now and move to new facilities for which appropriations have already been made.

INDUSTRY REQUIREMENT FOR ENGINEERING KNOWLEDGE

Now the reason we feel that addition of wood technology should have an engineering lab, a better engineering lab at Madison, is that wood is losing its markets and we need more engineering to put wood into homes. We need more engineering to use wood in modern design. We know little about the comparative strength of walls and complete floor systems. More knowledge is needed for the use of laminated beams in bridges and power towers and piling and home design and many other areas. Since wood is used as it is grown in nature it varies and we need methods of nondestructively testing it so that we know what the strength of each piece is, and so far adequate machines have not been devised, although something has been done about it. We need to know more about the effect of glue over long periods of time when we glue something together and make these beautiful laminated structures out of it. We do not use all the species that grow. I am sure

all of you realize that the great bulk of the timber that now grows is owned by the Government.

WOOD COMPETITION FROM OTHER MATERIALS

I am not especially speaking for one company but I am speaking for the Nation when I say we need to use wood where wood can be used best because it is receiving terrific competition from competitive materials, especially in the homebuilding market.

Another thing I think is very important about wood is that it is a renewable resource. It is something we are going to have forever and we are learning how to take care of it. The Forest Service has done an excellent job in managing their forests and lumbermen are learning to do the same thing. We are going to have it for a long time. We think that Forest Products Laboratory has well demonstrated its ability to do a good job of research and that these facilities will be something to help our Nation for a long period of time.

Thank you for letting me come and especially for arranging that I can catch my plane.

Senator BYRD. Thank you very much for your appearance. We wish you good luck on your return journey.

(The prepared statement of Mr. Hjort follows:)

STATEMENT OF GEORGE V. HJORT, VICE PRESIDENT, BOISE CASCADE CORP., BOISE, IDAHO

I am George V. Hjort, a vice president of the Boise Cascade Corp., of Boise, Idaho. I deeply appreciate the opportunity to address the members of this subcommittee today.

Boise Cascade Corp., a company that processed nearly 850 million board feet of logs in 1964, respectfully urges that you approve the appropriation of funds to modernize the building which now houses the Wood Chemistry and Wood Fiber Products Research Divisions of the Forest Products Laboratory at Madison, Wis. After these Divisions move to their new location, space will be available, which can be converted to a laboratory for the Forest Products Laboratory's Division of Wood Engineering and to other facilities. Facilities which now house wood engineering research are not modern, are scattered, and are combersome to a degree that makes coordinated work difficult and expensive. For the following reasons we believe that the wood engineering laboratory should be modernized.

Wood is losing its place in the market. As a result this natural resource is not contributing its maximum use.

Modern building designs require more information regarding the properties of wood.

More needs to be known about the strength properties of entire walls, roofs, and floor systems.

More needs to be known about the strength and lasting qualities of glued laminates.

More needs to be known about the strength of laminated beams which are made from treated laminates.

Many of the species which now grow in our forests are not used, and we feel that research will find a use.

Since wood is generally used in its natural state, the strength of various pieces varies due to knot structure, different growth rates, different species, etc. Nondestructive testing devices are needed so that the engineers can use wood to its best advantage. To date, machines have not been developed which adequately test each piece.

Information is needed to enable the engineers to build powerline towers, to build railroad bridges, and to drive foundation piling made with beams of laminated wood.

Gluing methods need study because the method of setting the glue for rapid production may or may not affect the ability of the glue joint to carry loads over long periods of time.

Many more projects could be added to this list. In the past, wood was such a versatile material that it needed little marketing effort. Now it is facing competition, especially in the homebuilding market, from steel, aluminum, plastics, concrete, etc. to a degree that more research is needed to put it in use where it serves best. Wood is a natural resource that renews itself and therefore, will be available forever. To take advantage of this valuable asset to our country, we must do the research which is requested here and which the Forest Products Laboratory has capably demonstrated it can do.

For design work, $190,000 are needed by July 1, 1965. Construction funds of $2,750,000 would not be needed until July 1, 1967.

I wish to thank the subcommittee for the privilege of appearing before it and respectfully request that this statement be made a part of the record of the hearing.

WILDLIFE RESEARCH AT CENTRAL STATES FOREST EXPERIMENT STATION

STATEMENT OF WILLIAM E. TOWELL, DIRECTOR, MISSOURI CONSERVATION COMMISSION

Senator BYRD. William E. Towell, director of the Missouri Conservation Commission.

Mr. Towell, your statement will be included in the record, as I indicated earlier. If you would like to summarize your statement, you may proceed.

Mr. TOWELL. Thank you, Mr. Chairman. I will be very brief. I hand you this because it is an illustrated summary of my request. This is my third appearance before the subcommittee, 3 consecutive years, in which I have requested an appropriation of $160,000 to the Central States Forest Experiment Station to initiate some forest wildlife research.

We are the only region of the Forest Service that does not have the forest wildlife research project. You have listened to my testimony for 3 years. I would again like to emphasize that we consider this extremely important in the Midwest. Two other items very briefly.

REDUCTION OF STATE SHARE OF WATER CONSERVATION PROGRAM

I am sure that your committee has heard testimony on the land and water conservation fund bill, particularly the ratio of State to Federal matching. I would like to urge you to restore the appropriation to the 50–50 matching basis as provided by the law rather than the 40–60 basis as proposed in the appropriation bill, itself.

INCREASE IN COOPERATIVE FOREST FIRE CONTROL APPROPRIATION

Another item very briefly, as a forester I would like to urge an increase in the cooperative forest fire control appropriation to the U.S. Forest Service. This has remained rather stagnant at some $12 or $12½ million for several years. Authorization is already existing for $20 million.

At your first opportunity I would urge an increase in the appropriation, something above the $12½ million.

Senator BYRD. Thank you, Mr. Towell, we appreciate your return appearance.

Mr. TOWELL. Thank you, sir.

Senator BYRD. We are grateful for the pictures. These will be put in the committee's files. Someone has said that a picture is worth 10,000 words, and these are excellent ones.

Mr. TOWELL. Thank you, sir.

(The prepared statement of Mr. Towell follows:)

STATEMENT BY WILLIAM E. TOWELL, DIRECTOR, MISSOURI CONSERVATION COMMISSION

I am Director William E. Towell, of the Missouri Conservation Commission, and my purpose in appearing before you is to recommend that you provide additional funds for the U.S. Forest Service so that it may undertake cooperative forest wildlife habitat research in Missouri and other Midwestern States.

It has been my privilege to appear before this committee the past 2 years in support of this urgently needed research project. No action has been taken, however; thus, I have returned to urge you once more to consider the merits of this case. I respectfully submit that delay in financing this worthy project could be false economy in the long run. The need for this research already exists and will continue to mount. As the President recently stated, "We must keep our air clean, our water pure, our forests green, our birdlife abundant, and our wildlife plentiful * * *. We must also be sure that through wise use and farseeing policies that the enjoyment of these endowments is opened to all the people * * *." In addition, recent worthy conservation legislation—the land and water conservation fund—assumes sound land management practices which can only be determined by this type of research.

Our Central States contain 100 million acres of oak-hickory forests. These combined hardwoods form the dominant forest type in Missouri, Iowa, Illinois, Indiana, Ohio, Kentucky, and other States adjacent to this central region. These oak-hickory forests supply food, cover, and breeding grounds for many upland game birds and animals—they are home for a good share of our wildlife in the Eastern and Central United States.

There are many sportsmen in this great geographical center, where the 1960 national survey of fishing and hunting showed 4,694,000 persons over 12 years of age who hunt. This is 28 percent of all hunters in the United States. From this same survey, the average annual expenditure of a hunter in 1960 was $79.34, a total of $375 million spent each year on hunting activities in the central region. The hunting members are still increasing. In Missouri, for example, our deer hunters increased almost fourfold from 30,000 in 1951 to 115,000 in 1964, and the take increased from 5,500 in 1951 to 21,500 in 1964. Much of the hunting and the game had to come from our forests, which are more and more intensively managed for timber and other uses.

More than a million deer, 25,000 wild turkey, untold number of squirrel, quail, and grouse now live in the Midwest oak-hickory forests. But these forests can support many times these wildlife numbers if game and habitat are skillfully manipulated. In these timbered areas lie space, the badly needed, much demanded "room for freedom." But it cannot properly provide wider opportunities for sportsmen without sound, intelligent, and sometimes expensive, game management.

Whether game will be abundant or scarce, and the degree of satisfaction of both hunter and timber interests, depend on how this great oak-hickory forest of the Central United States is managed. And only research can furnish sound knowledge of relations between game populations and the timber resource. Little research has been done on how to coordinate timber-wildlife production, yet the demand for both products of this forest is mounting, while the land available to supply it is diminishing.

Research findings we now have indicate a tremendous opportunity to make our forests produce more game without reducing the timber potential. We have considerable evidence that both timber and game management can be adjusted to meet the demands, but we have not had the detailed research programs necessary to provide practical long-term guidelines. We need forest management which permits maximum production of wildlife, timber, recreation, water and range forage, and other basic resources. We want to know how heavy a stand to leave for timber and game; how thinning, clear cutting, prescribed burning, and other measures affect wildlife. We need to know how to modify present practices to obtain the best habitat for game animals and birds without harming timber production; we need basic information on the ecology, physiology, and production of game food plants and seeds.

To complement the proposed program of the U.S. Forest Service in wildlife habitat research, the Missouri Conservation Commission will provide its research facilities and personnel toward the goal of forest habitat management.

My State's research staff will spend $65,000 this fiscal year in studying forest game birds and mammals, with principal attention directed toward the game species, their current and long-term production needs. The Missouri Conservation Commission also will continue its wildlife management activities on the national forests of Missouri. In the current fiscal year more than $40,000 is budgeted for this purpose. The principal activity of the conservation commission in this cooperative effort will be work with wildlife itself, while efforts of the U.S. Forest Service will be directed toward the habitat as it provides food and cover for game animals. If the Forest Service is furnished funds to conduct wildlife habitat research in Missouri and other Central States, we pledge eager cooperation.

In fact, for many years we have cooperated with the Forest Service in the research program of the Central States Forest Experiment Station. We assist in financing fire research and join in timber production research conducted by the Forest Service. There is a long, proud history of productive relationships between the Missouri Conservation Commission and the U.S. Forest Service—and we'd like very much to extend this cooperative work to research in wildlife habitat.

Such research done in Missouri would be of equal value to other States having similar conditions: the Ozarks of Arkansas and southern Illinois, the hills of Indiana and Ohio, the mountains of Kentucky. Since Missouri has a strong wildlife research and management program, with good personnel, equipment, and lands, and since all of this would be available to a cooperative research program with the Forest Service, we recommend this program be headquartered in Missouri.

Thus, for your consideration, I recommend that you add for this purpose a minimum of $160,000 to Forest Service research programs for next year. This would enable the Central States Forest Experiment Station to conduct wildlife habitat research in Missouri, studies of great value to every one of the Central States.

The $160,000 requested for forest wildlife habitat research in the Central States region would provide for the salaries of several scientists, as well as student trainees, nonprofessional assistant, scientific equipment, costs of conducting laboratory and field research, and other essential services.

Approximately three-fourths of the $160,000 requested would be used for research to determine how to obtain the optimum forest wildlife habitat production under a variety of environmental conditions. The broad environmental factors that influence the production of wildlife food and cover plants include length of growing season, temperature extremes, pattern and amount of precipitation, soil and topography and existing vegetation. The influence of these factors upon the growth of native and introduced plants would be determined. Also, research would be done to find practical ways to increase wildlife carrying capacity, improve distribution of wildlife, restore game food plants on depleted areas, and replace less valuable wildlife plants with more productive species.

The remaining one-fourth, or $40,000 of the funds needed, would be used to determine forest management systems permitting optimum yields of both wildlife habitat and timber in hardwood forests. This would involve research to develop: (1) timber cutting practices compatible with optimum wildlife food and cover production; (2) timing and intensity of timber stand improvement measures to most nearly meet the requirements of wildlife and wood production; (3) method of reproducing timber stands in harmony with wildlife populations; and (4) ways of making other related adjustments in wildlife management and timber growing practices to their mutual benefit.

Last year at your request, the Forest Service provided a statement indicating that they could make good use of $160,000 to establish the forest wildlife habitat research project in Columbia, Mo. Also, the national program for forestry research provides for the work I am recommending and that it be headquartered at Columbia, Mo. This program was approved by the Secretary of Agriculture and forwarded to the Congress last year.

I appreciate this time on your crowded schedule, gentlemen, and hope that you can provide the funds we have recommended, as well as others needed to strengthen forestry research across the Nation.

There are two other appropriations in which I am greatly interested, Mr. Chairman. The first is funds for the Bureau of Outdoor Recreation to implement the new Land and Water Conservation Fund Act. It is important that this program get off to a good start. In addition to appropriation of the full

amount recommended by the President, I would urge that the grants-in-aid provision for State recreation programs be restored to the 50–50 ratio permitted by the law.

My second concern is with regard to U.S. Forest Service appropriations for cooperative forest fire control work with the States. Even though $20 million annually is authorized, the actual annual appropriation has never exceeded $12,783,000. I recommend an increase in this item to $15 million in fiscal year 1966.

REDUCTION IN MAKING ACTIVITY OF U.S. GEOLOGICAL SURVEY

STATEMENT OF WILLIAM S. BERGMAN, EXECUTIVE DIRECTOR, LEGISLATIVE COUNCIL FOR PHOTOGRAMMETRY

Senator BYRD. Mr. William S. Bergman, executive director, Legislative Council for Photogrammetry.

Mr. BERGMAN. I have a prepared statement, Mr. Chairman, that I wish to submit for the record. If I may comment briefly on some of the high points of it. I think I can be brief.

Senator BYRD. Surely.

Mr. BERGMAN. I am executive director of the Legislative Council for Photogrammetry, a national organization representing the photogrammetry mapping profession and whose members constitute approximately 60 percent of the private production capacity for topographic mapping in the United States.

My interest in appearing here today is somewhat different than the other people who have preceded me in that I am not asking for aid for our industry and/or an increased appropriation. Rather we are here to request that the Federal Government diminish some of its increasing activities in providing the production capacity for mapmaking in the United States. Basically the U.S. Geological Survey is our prime competitor. Their increase in facilities and personnel has been to such an extent that the private sector has been totally excluded and not allowed to participate in the mapping programs.

GOVERNMENT COMPETITION WITH PRIVATE INDUSTRY

Our proposition here is twofold. First, that contracting procedures already established within the Federal Government be established within the Department of Interior's topographical section of the Geological Survey; secondly, a phasing-out program be initiated which would result in eliminating the estimated 3,100 people on the payroll by the end of the national topographical mapping program; and thirdly, would not leave the topographical section with considerable equipment sitting idly by or available for use in areas that are further competitive with private industry.

One of the basic points, Senator, which may be of some interest to you is the slowness in map production which is a result of the tremendous amount of work which the Geological Survey is doing. In your own State of West Virginia, photography was flown in 1957 and the map was not released until just this year, almost 8 years later. So I think the economic advantages resulting from an accurate map of an area are not being met nor can they be met when there is this constant slow production.

This would not be the case if contracts were let with completion schedules set.

Senator BYRD. Thank you very much, Mr. Bergman.
Mr. BERGMAN. Thank you.
(The prepared statement of Mr. Bergman follows:)

STATEMENT OF WILLIAM S. BERGMAN, EXECUTIVE DIRECTOR OF THE LEGISLATIVE COUNCIL FOR PHOTOGRAMMETRY

My name is William S. Bergman. I am the executive director of the Legislative Council for Photogrammetry, a national organization representing the photogrammetric mapping profession and whose members constitute approximately 60 percent of the private production capacity for topographic mapping in the United States.

My interest in appearing here today is an attempt to highlight the inequitable Federal competition between the U.S. Geological Survey's Topographic Mapping Section and the private mapping profession.

The U.S. Geological Survey is presently committed to a program of completing the national topographic map series by 1981, an objective which we vigorously support. We wish to distinguish, however, between the Government's role as the agent of public interest who insures adequate map coverage of the Nation and the Government's role as an owner and operator of the facilities to produce such maps.

The production capacity for topographic mapping in the Geological Survey has grown from $13.2 million in 1954 to $26.9 million in 1964, a growth of 103 percent. This increase has been used to expand, on a permanent basis, the Government's capacity in the topographic mapping area, despite the fact that the production capability existed in the private sector of our economy.

As recently as fiscal year 1964, the Geological Survey received appropriations of $300,000 for the purchase of new equipment to eliminate the shift work in its Denver office. At the same time, private firms were operating well below their capacity.

Throughout the course of the Geological Survey's unnecessary but continued buildup in production capacity, their justification has been that first, they can undertake production of mapping at a lower cost than private organizations, and secondly, that private firms cannot meet the uniform standards required.

The claim that the U.S. Geological Survey can perform map production at less cost than private enterprise is one which has never been substantiated. In fact, Government production costs indicate that private industry can perform identical work at less cost. In addition, the uncomputed effect upon the economy resulting from slow map production is one which must be taken into any consideration of costs. This factor, be it large or small, when added to the direct Federal cost for map production, can leave little doubt that contracting will result in savings to the taxpayer.

The erosion of the tax base and the restraint of private enterprise is another important issue to be considered in comparing private enterprise and a prodoction activity by a Government agency. Even if private direct costs were equal to Federal costs, it would still be in the public interest to contract map production as a method of safeguarding the tax base and perpetutating our economic system.

The second point the Government uses to justify in-house production of maps is the necessity to maintain uniform standards and quality. This statement is unquestionably the result of a lack of understanding about contracting procedures already well established within the Federal system. Topographic mapping contracts for work similar to mapping performed by the Geological Survey are being administered by three separate districts within the Corps of Engineers, Ohio River Division. There are more than six private firms contracting this work and the standards of accuracy, completeness of detail, and uniformity of expression are being maintained throughout.

Furthermore, the maps private firms prepare today are utilized as the basis for engineering design of bridges, highways, locks and dams, transmission lines, etc., all requiring rigid accuracy and dependability and are subject to fixed completion schedules. The quality and production schedule of Geological Survey maps are controlled only by that agency. It is almost axiomatic that greater efficiency and better results can be obtained by separating the planning and inspection from the production.

Now let me turn to the inevitable situation that will develop a mere 16 years hence. Assuming that the survey meets its goal of complete map coverage by 1981, and there is no reason why it should not, all of its vast personnel and

equipment will be relegated to revising and updating the existing maps, a small effort compared to the present new mapping program.

The primary point here is, what will happen to the 3,100 estimated employees and the millions of dollars of equipment invested in this production activity, when only a small percentage will be needed for the map revision work? Will they begin to compete in other areas with private firms for foreign mapping projects, other Government agency contracts, and largescale mapping of cities and urban areas? Indications are that they may already be looking for new areas to employ their expanded personnel and equipment.

In conclusion, let me reaffirm the interest, competency, experience, and capability of the private mapping profession in providing the Government with an economic instrument with which it can meet and advance the production schedules for complete map coverage of the country. With this in mind we propose the following two points: (1) that the Survey establish for its Topographic Mapping Section contracting and inspection procedures already in use throughout the Federal Government; and (2) that beginning with this fiscal year 6½ percent of the new mapping programs be contracted to private mapping firms and that for succeeding years the percentage be increased, so that by the year 1981 the Geological Survey will have phased out the major portion of its new mapping production capacity and will not be left with several thousand employees and millions of dollars of production equipment searching for new areas to compete with the private sector of our economy.

We are certain that an impartial cost study of such a phaseout program would reveal a significant savings to the taxpayer. Our profession is ready to cooperate in such a study and the cooperation of the Geological Survey would be in the public interest.

Senator BYRD. Mr. Paul N. Carlin.

REDUCTION IN STATE SHARE OF LAND AND WATER CONSERVATION GRANTS

STATEMENT OF PAUL N. CARLIN, ASSISTANT DIRECTOR FOR FEDERAL OWNERSHIP PROBLEMS, NATIONAL ASSOCIATION OF COUNTIES

Mr. CARLIN. Mr. Chairman, I have a prepared statement I would like to submit for the record.

Senator BYRD. Very well.

Mr. CARLIN. I am the assistant director of the National Association of Counties. Our association is a nonprofit organization. We represent the 3,043 county governments across the United States. My purpose in testifying today and my comments are directed toward the land and water conservation fund appropriations for fiscal year 1966. On February 23 and 24 the board of directors of one of our affiliates, the National Association of County Park & Recreation Officials, met here in Washington, D.C., and these are leaders in the county park and recreation movement across the United States.

During their discussions there was considerable concern expressed regarding the recent announcement that there would be imposed a 40-percent ceiling on the grants-in-aid which would be made to the States under the new land and water conservation fund. As you recall, this fund was created by the Congress last fall. It was supported broadly by many, many organizations across the United States with the implied understanding that the grants to the States and to the local governments would be matched by the Federal Government on a 50–50 matching ratio.

It was the feeling of these leaders of the county park and recreation programs across the country that to substitute a lower matching ratio would undermine the broad support for this new program. The

50–50 matching ratio also reflects the understanding of the Congress when this fund was created. This understanding is reflected in the congressional legislative history during the time that this proposal was under consideration. It also follows the basic recommendations of the Outdoor Recreation Resources Review Commission.

RECOGNITION OF RESPONSIBILITY OF STATES

In appearing before your committee and making a request of this nature, we fully realize that the local governments as well as the Federal Government have the responsibility to meet in response to the outdoor recreation challenge.

For this reason we have submitted for the committee's files a copy of our publication, "County Action for Outdoor Recreation," which we have distributed within recent weeks to some 18,000 county government leaders across the country to encourage them to meet their full responsibility.

In a nutshell, what we are requesting is a directive by your subcommittee that the grants-in-aid to the State under the land and water conservation fund be made on a 50–50 matching basis and since this is a new program, that the full authorization of $125 million for the fiscal year 1966 be allowed.

This recommendation does not change the President's budget in that the funds come from moneys which have accumulated in the land and water conservation fund from the new recreation users fee. It will not change the President's desire to hold the Federal budget under $100 billion.

This action by your committee would reflect a congressional intent when the fund was established and also, in our opinion, would maintain the broad national support for this popular new program.

I would like to express our association's thanks and appreciation for this opportunity to present this statement to your committee.

Senator BYRD. Thank you, Mr. Carlin, for your helpful statement. I am sorry you were kept waiting.

Mr. Kenneth J. Smithee.

(The prepared statement of Mr. Carlin follows:)

STATEMENT BY PAUL N. CARLIN, ASSISTANT DIRECTOR FOR FEDERAL OWNERSHIP PROBLEMS

Mr. Chairman, my name is Paul N. Carlin and I am the assistant director for Federal ownership problems of the National Association of Counties. Our association is a nonprofit organization, which represents the Nation's 3,043 county governments.

My testimony this afternoon is specifically directed toward the land and conservation fund appropriations for fiscal year 1966.

On February 23–24, 1965, the board of directors of the National Association of County Park and Recreation Officials, an affiliate of our association, met here in Washington, D.C.

During their deliberations, strong concern was expressed by these representatives of county park and recreation programs across the United States regarding the recent announcement that a 40-percent ceiling would be imposed on the grants-in-aid which will be made to the States under the new land and water conservation fund.

Section 5(c) of the land and water conservation fund, Public Law 88–578 (78 Stat. 901), contains the standard type of a provision regarding Federal matching grants programs. It provides that payments to any State shall cover not more than 50 percent of the cost of planning, acquisition, or development projects that are undertaken by the State.

Numerous other matching grant programs contain the standard phrase that grants shall "not be more than" a specified percentage. From our experience, this is the first time that a lower Federal matching ratio has been selected for the implementation of a meritorious program.

The popular land and water conservation fund received broad national and congressional support with the implied understanding that it would provide grants to match State and local government expenditures for outdoor recreation planning, land acquisition, and development projects on a 50–50 basis. The legislative history in both Houses of Congress clearly supports this understanding

It was the feeling of these national leaders of county park and recreation programs that to institute a lower matching ratio would undermine the broad support for this important new program.

This expression of concern follows the basic recommendation of the Outdoor Recreation Resources Review Commission that the State and local governments have the dominant public responsibility in providing for the outdoor recreation needs of our Nation.

Our association recognizes the responsibilities which this imposes on the county level of government.

To encourage county governments to fully meet these responsibilities, we have, during the past 60 days, distributed the attached booklet entitled "County Action for Outdoor Recreation" to over 18,000 elected and appointed leaders of county government. It was jointly published by the National Association of Counties and the Citizens Committee for the ORRRC Report.

In order to assure that the full objectives of this new program are realized, we would appreciate a directive by your subcommittee that the land and water conservation fund's grants-in-aid to the States be made on a 50–50 matching basis and that the full authorization request of $74,136,000 for fiscal year 1966 grants-in-aid to the States be allowed.

This action by your subcommittee will not add to the cost of the Federal budget, since these authorized amounts will come from moneys which have accumulated for these purposes in the land and water conservation fund.

Your subcommittee's favorable action on these two recommendations will inaugurate this new program in a manner which will reflect the congressional intent when the fund was established and will maintain broad national support for its objectives.

On behalf of the National Association of Counties, I would like to express my appreciation for this opportunity to publicly express our association's strong support for the new land and water conservation fund.

Thank you.

BUREAU OF OUTDOOR RECREATION APPROPRIATION

STATEMENT OF KENNETH J. SMITHEE, COUNTY RECREATION AND PARK CONSULTANT, NATIONAL RECREATION ASSOCIATION

Senator BYRD. Mr. Kenneth J. Smithee, county recreation and park consultant, of the National Recreation Association.

Mr. SMITHEE. My name is Kenneth J. Smithee. I am county recreation and parks consultant of the National Recreation Association, and I am appearing today for Joseph Prendergast, the association's executive director.

The National Recreation Association is the only nationwide, nonpartisan, nonsectarian, and nonprofit civic organization serving the entire field of recreation.

The association was founded in 1906, with President Theodore Roosevelt as its honorary president.

Some 2,100 Federal, State and local recreation agencies, both public and private, are service affiliates of the association, and more than 4,500 recreation leaders are associated with it for service.

The association has a staff of approximately 100, and its 1965 budget is nearly $1 million.

The association, which strongly endorsed and supported the provisions of the congressional acts creating the Bureau of Outdoor Recreation and the land and water conservation fund is keenly aware that the degree of success in implementing these programs depends mainly on budgetary appropriations.

In expressing the individual and collective voices of its 2,100 affiliated public and private recreation agencies, and 4,500 individual associate members, the association respectfully requests this honorable subcommittee to approve a total appropriation for the Bureau of Outdoor Recreation of $125 million for the 1966 fiscal year.

REDUCTION IN STATE SHARE OF LAND AND WATER CONSERVATION GRANTS

The association, in keeping with the views expressed by its membership, urgently requests that the States share of the grants-in-aid program be retained at 50 percent instead of being reduced to 40 percent, especially since this action would not require an increase in the budgetary request.

The legislative history of the land and water conservation fund shows that the 50-percent figure was used consistently. As a result, those agencies at the State, county, and municipal levels who are desirous of participating in this program have assumed in good faith that the 50-percent figure would be used. Some of these agencies have already projected budgets for planning, acquisition, and development programs based on the 50-percent figure.

The degree of interest shown in this program by the citizens of every State and our territories is a mandate that it be effectively and efficiently implemented.

The National Recreation Association believes that approval of the $125 million appropriation for the 1966 fiscal year and the reinstatement of the matching fund ratio to 50 percent for the States are necessary if this program is to achieve the desired results.

I would like to express the appreciation of the National Recreation Association for the privilege of appearing before this subcommittee.

Senator BYRD. Thank you, Mr. Smithee. That is a fine statement.

FOREST PRODUCTS LABORATORY EXPANSION AND MODERNIZATION

STATEMENTS OF G. H. BOWERS, JR., PRESIDENT, AND J. A. REIDELBACH, JR., EXECUTIVE VICE PRESIDENT, HOME MANUFACTURERS ASSOCIATION

Senator BYRD. We will now hear Mr. G. H. Bowers. If Mr. Richard Gray will come to the table we will hear him next.

You are representing the Home Manufacturers Association, I believe.

Mr. BOWERS. Yes, sir.

My name is G. H. Bowers, Jr., and I am president of the Blue Ridge Homes, Frederick, Md., and a member of the Home Manufacturers Association. I have a prepared statement, of which you have a copy.

I have with me Mr. J. A. Reidelbach, executive vice president of the Home Manufacturers Association. That trade association represents the home manufacturing industry which, in the last year, produced

over 200,000 single-family units, about 25 percent of the single-family housing in the country.

We are here to support this Forest Products Laboratory expansion for which initial appropriation is up, I believe, now.

Our experience with the Forest Products Laboratory over the years is that it has performed a vast service to the building industry. It certainly. is in need of expansion. The Forest Products Laboratory at Madison, Wis., over the year has contributed many fine things. Some of them were previously mentioned—pressed skin panel, laminated beams you see in the churches, the many cost savings features which have been incorporated in residential housing. There is a part of this statement I would like to read exactly.

While the Forest Products Laboratory has, both directly and indirectly, contributed greatly to the advanced construction techniques we know today, it is felt that many more technological advances could be provided if the requested expanded facilities at Madison were available.

Of prime importance in these proposed alteration and expansion plans is included a facility that has long been needed by the building industry—a facility which could conceivably reduce the cost of our housing to the point where more Americans could be provided shelter than are now provided.

The facility I speak of is a special laboratory which would make possible full-scale tests of new designs and new materials for entire wall, roof, and floor systems, but possibly more important would be the availability of this laboratory to test an entire house or other full-size structure under simulated loads experienced in actual service.

TOTAL STRUCTURE HOUSE DESIGNING AND TESTING

There has been much speculation amongst engineers, architects, and other related technicians for many years on the subject of total structure design versus individual piece and part design. There is evidence available to support such speculation in the case of housing for the very simple reason that many of our older houses, designed almost by tradition, have withstood the actual test of sever loading conditions for many years.

It is fairly common knowledge that if a qualified structural engineer would apply present-day design criteria in an analysis of such older structures, it would have to be his conclusion that such structures, at least on paper, shouldn't be standing.

In retrospect, another conclusion could be reached—that the individual parts and pieces help one another through a process known as interaction to the extent that an unknown variable factor is introduced and this unknown variable factor actually enables the structure to perform adequately as a single unit. If this is true, the proposed laboratory facility for testing full-size structures could conceivably identify this unknown variable, with a net result of ultimately reducing the cost of construction through the reduction in size of the individual structural members presently required by today's technology, which by the comparison could be construed as limited.

To the best of our knowledge, no such permanent testing facility is available to the vast wood-using industry in this country, and we are quite confident that if available, it would provide very valuable

and much needed technical information so essential to adequately and economically house the people of America.

This is not literally a grant or subsidy but truly an investment which I am sure will pay revenues to us all in the future.

Thank you.

Senator BYRD. Thank you, Mr. Bowers. We appreciate your presence today. I am glad that you could have Mr. Reidelbach with you.

Mr. BOWERS. We thank you very much for the opportunity, sir.

(The prepared statement of Mr. Bowers follows:)

STATEMENT BY G. H. BOWERS, JR., ON BEHALF OF THE HOME MANUFACTURERS ASSOCIATION

Mr. Chairman and members of the committee, my name is G. H. Bowers, Jr. I am president of Blue Ridge Homes, Frederick, Md., and a member of the Home Manufacturers Association. With me is J. A. Reidelbach, Jr., executive vice president of the Home Manufacturers Association. Our trade association is composed of home manufacturing companies which produce the great bulk of prefabricated, or factory-built, homes in the United States today. Last year the home manufacturing industry produced approximately 200,000 units of single and multifamily structures for about 23 percent of the total single family housing market. Home manufacturers regularly ship into all 50 States. This important and fast growing segment of the housing industry is therefore very much concerned with, and interested in, all facets which affect its general status. We therefore appreciate very much the opportunity to comment briefly regarding the proposed construction program for the alteration and expansion of certain laboratory facilities at the Forest Products Laboratory, Madison, Wis.

It has been our experience that for many years the Forest Products Laboratory has performed its intended duties to the vast wood and wood product using markets with much efficiency and benefit. Needless to say, the home manufacturing industry has profited from this operation. Generally speaking, the Laboratory has conducted considerable and valuable basic and applied research and testing of various house component parts and pieces which have now become standard not only in the housing industry, but in the entire general construction industry. Specifically speaking, FPL's work in the field of so-called wood and plywood "stressed skin construction" has led the way in making this structurally efficient an deconomical system widely accepted. The beautiful, curved and gracious glue laminated wood forms which adorn our places of worship, our auditoriums, gymnasiums and other fine examples of modern architecture can be traced to the endeavors of the technologists at Madison, Wis. Their work in establishing safe load-carrying capacities for the many various types of structural connectors for wood has contributed greatly in modernizing building techniques in this country, all of which has had the effect of reducing construction costs through the more efficient use of the products from the forests.

While the Forest Products Laboratory has, both directly and indirectly, contributed greatly to the advanced construction techniques we know today, it is felt that many more technological advances could be provided if the requested expanded facilities at Madison were available. Of prime importance in these proposed alteration and expansion plans is included a facility that has long been needed by the building industry—a facility which could conceivably reduce the cost of housing to the point where more Americans could be provided shelter than are now provided. The facility I speak of is a special laboratory which would make possible full-scale tests of new designs and new materials for entire wall, roof, and floor systems, but possibly more important would be the availability of this laboratory to test an entire house or other full-size structure under simulated loads experienced in actual service. There has been much speculation among engineers, architects, and other related technicians for many years on the subject of total structure design versus individual piece and part design. There is evidence available to support such speculation in the case of housing for the very simple reason that many of our older houses, designed almost by tradition, have withstood the actual test of severe loading conditions for many years. It is fairly common knowledge that if a qualified structural engineer would apply present-day design criteria in an analysis of such older structures, it would have to be his conclusion that such structures, at least on paper, shouldn't be standing.

In retrospect another conclusion could be reached—that the individual parts and pieces help one another through a process known as "interaction" to the extent that an unknown variable factor is introduced and this unknown variable factor actually enables the structure to perform adequately as a single unit. If this is true, the proposed laboratory facility for testing full-size structures could conceivably identify this unknown variable, with a net result of ultimately reducing the cost of construction through the reduction in size of the individual structural members presently required by today's technology, which by this comparison could be construed as limited. To the best of our knowledge, no such permanent testing facility is available to the vast wood-using industry in this country, and we are quite confident that if available, it would provide very valuable and much-needed technical information so essential to adequately and economically house the people of America.

Thank you for this opportunity to present our opinion to you.

FOREST PRODUCTS LABORATORY EXPANSION AND MODERNIZATION

STATEMENT OF RICHMOND GRAY, VICE PRESIDENT, GRAY PRODUCTS, WAVERLY, VA., PAST PRESIDENT OF THE NATIONAL PARTICLEBOARD ASSOCIATION

Senator BYRD. Mr. Robert O. Hawes. Will you please come forward and take your place at the table?

The Chair will ask Mr. Richmond Gray, vice president of the Gray Products Co., to proceed with his statement.

Mr. GRAY. Thank you, Mr. Chairman. I have a prepared statement and a copy of it has been submitted for the record.

As the past president of the National Particleboard Association and as Chairman of the Fiber Particle Panel Advisory Committee to the Forest Products Laboratory, I would like respectfully to request that this committee and the Congress approve the request of the Forest Products Laboratory of the U.S. Forest Service for funds with which to continue and expand its work in the fiscal year 1966.

Mr. Chairman, I am just going to hit on the high points, if I may.

Senator BYRD. All right.

Mr. GRAY. Across the United States there is a total of 18 particleboard plants and, Mr. Chairman, there is at least one plant in your State of West Virginia and a couple of them in my State of Virginia.

The industry's products are used principally in the manufacture of wood veneer furniture. There is a very broad market for the industry product.

In addition, there is an ever-increasing number of applications for the product in the construction field and more particularly in residential construction.

As a user of wood residue, the particleboard industry is an important element in the conservation of our national forest resources which, as you know, is a prime goal of the administration. The industry is constantly striving to improve the quality of its products and to increase the quantity and variety of their uses.

In this regard the Forest Products Laboratory has been invaluable to our industry. On many occasions the particleboard industry has called upon the Laboratory and its skilled staff has engaged in extensive basic research that has aided this and other industries that utilize wood and its products.

To a young industry such as ours, the importance of research can not be overestimated. Our members engage in considerable applied re-

search but the basic research of the Forest Products Laboratory in Madison, Wis., has been instrumental in the growth of our industry.

The construction of new laboratory facilities made possible by the foresightedness of your committee last year is expected to supply even greater assistance in the future in proving out and improving these products.

NEW STRUCTURAL LABORATORY

The modernization program now being requested by the Forest Products Laboratory for its existing facility will provide a new structural laboratory. The details of this new structural laboratory were covered by some of the previous witnesses so I won't touch further on those. We consider such research vital to our industry and to other industries that use wood and allied products.

We therefore urge your committee to approve the request of the Forest Products Laboratory for funds with which to continue and expand its important work in fiscal 1966.

On behalf of our association, I certainly want to thank you for the privilege of appearing here this afternoon.

Senator BYRD. Thank you, Mr. Gray, for a statement very well presented. We appreciate your presence.

Mr. GRAY. Thank you.

(The prepared statement of Mr. Gray follows:)

STATEMENT BY RICHMOND GRAY ON BEHALF OF THE NATIONAL PARTICLEBOARD ASSOCIATION

Mr. Chairman, I am Richmond Gray, vice president of Gray Products, Waverly, Va., and past president of the National Particleboard Association. I also serve as chairman of the Fiber-Particle-Panel Advisory Committee to the Forest Products Laboratory. I am appearing here today on behalf of the National Particleboard Association. My statement is quite brief, so with your permission I would like to read it. I also would be happy to answer any questions you or the members of the committee might have.

The National Particleboard Association respectfully requests that this committee and the Congress approve the request of the Forest Products Laboratory of the U.S. Forest Service for funds with which to continue and expand its work in fiscal year 1966.

Particleboard plants are located in Arkansas, California, Idaho, Illinois, Indiana, Kentucky, Minnesota, Mississippi, North Carolina, New York, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Virginia, and Washington. Our member companies produce annually 80 percent of the particleboard manufactured in the United States. Total particleboard production in 1965 is expected to reach a record 682 million square feet, on a ¾-inch basis.

This is a young industry, but one which has proven its value to the overall economy by contributing to sound timber utilization.

The industry's products are used principally as corestock for furniture and as floor underlayment and paneling in homebuilding and light construction. Particleboard corestock is used widely in wood furniture, kitchen cabinets, countertops, dinettes, school furniture, store fixtures, doors, and a growing variety of other uses.

As a user of wood residue, the particleboard industry is an important element in conservation of our national forest resources—a prime goal of the administration.

The industry is constantly striving to improve the quality of its products and to increase the quantity and variety of their uses. In this regard, the Forest Products Laboratory has been invaluable to this young industry. On many occasions, the particleboard industry has called upon the Laboratory and its skilled staff has engaged in extensive basic research that has aided this and other industries that utilize wood and its products. To a fledgling industry such as ours, the importance of research cannot be overestimated. Our members engage in con-

siderable applied research, but the basic research of the Forest Products Laboratory in Madison, Wis., has been instrumental in the growth of this industry. It has performed work on fundamental properties of particleboard, the shape, size, thickness of the particles; research on the resins or binders used; wood moisture relationships, and other basic problems associated with the properties and manufacture of this engineered product.

The construction of new laboratory facilities, made possible by the foresightedness of your committee last year, is expected to supply even greater assistance in the future in proving out and improving these products. The modernization program now being requested by the Forest Products Laboratory for its existing facility will provide a new structural laboratory. The floor is virtually the bed of a giant testing machine. Through the use of hydraulic jacks, it will load full-sized structures or sections of buildings for testing. There will be exposure chambers where entire wall, floor, or roof sections can be subjected to prolonged exposure to determine how they hold up under various conditions such as weather changes. These and other tests by the Laboratory may provide basic improvements in our products, and may in addition provide valuable marketing assistance.

We consider such research vital to our industry and to other industries that use wood and allied products.

The research carried on by the Forest Products Laboratory is unique and essential. It is the national laboratory of the Forest Service, which is dedicated to preserving and developing the Nation's timber resources. Its work is of inestimable importance in establishing wood and wood products in the marketplace.

We therefore respectfully urge your committee to approve the request of the Forest Products Laboratory for funds with which to continue and expand its important work in fiscal 1966.

The National Particleboard Association wishes to thank you for the opportunity to submit this statement in support of the Forest Products Laboratory request for funds for fiscal year 1966.

FOREST PRODUCTS LABORATORY EXPANSION AND MODERNIZATION

STATEMENT OF ROBERT O. HAWES, EXECUTIVE VICE PRESIDENT, AMERICAN WOOD PRESERVERS INSTITUTE

Senator BYRD. Now I believe Mr. M. J. Rhude—if you will come forward and be ready to testify, I am going to ask Mr. Robert O. Hawes to proceed with his statement.

Mr. Hawes, I believe you are the executive vice president of the American Wood Preservers Institute. Is that correct?

Mr. HAWES. Yes, Mr. Chairman.

Senator BYRD. Would you like to present your statement at this time?

Mr. HAWES. My statement is very brief. If I may, I would like to read it.

Senator BYRD. Surely, go right ahead.

Mr. HAWES. My name is Robert O. Hawes. I am executive vice president of the American Wood Preservers Institute. Our industry is by and large an industry of small business operating 376 manufacturing plants located in 45 States. These manufacturers preserve lumber and other forest products by impregnating these products with chemicals which protect them against fire, insect attack, fungi (i.e., rot), and marine organisms.

We are appearing here today to urge that the committee approve an appropriation of $190,000 to finance the design work for the modernization of the Forest Products Laboratory facility at Madison, Wis. This will include the design of a much-needed structure laboratory. We have appeared twice before this committee in support of earlier phases of this same program. In 1963, the first step for the

expansion of the Laboratory was taken by the Congress in appropriating $200,000 for use in the architectural design of new facilities for wood fiber products research and for wood chemistry research.

In 1964, the Congress appropriated $3,800,000 for the construction of these facilities.

The wood preserving industry looks to the Forest Products Laboratory at Madison, Wis., as a major source of nonproprietary information on the complex properties of wood. Much of the technology of our industry has been developed from the fundamental information created and defined by their continuing work.

To best illustrate the value of a working relationship between this Government activity and the pressure treating industry it is easiest to look at a specific product. Typical of the many problems that have been successfully resolved by the work of the Forest Products Laboratory are the complex problems related to the use of pressure impregnated glue laminated materials. Pressure impregnation of this engineered wood product substantially extends its utilization as an engineering material of construction. Pressure treated glue laminated wood is successfully being used in the construction of highway bridges and many other structures. However, to realize its full potential, answers must be found to questions which only the most skilled and effective combination of scientific talent and equipment can expect to resolve.

ACQUIRED ENGINEERING KNOWLEDGE NONPROPRIETARY AND RESEARCH BY INDIVIDUAL COMPANY UNJUSTIFIED

It should be noted that these questions are nonproprietary in nature. Thus, no individual company could anticipate adequate financial reward which would justify the necessary financial commitment that this study demands. Such rewards would logically accrue to a great many companies in several different, but related, industries.

Also, it should be noted that it is virtually impossible to temporarily employ the necessary scientific talent for this task unless the research fits into a stream of related research products of a similar nature. There must be a built-in ability to profitably and continually employ scientific talent if such talent is to be held together. The U.S. Forest Products Laboratory in Madison is therefore a most efficient solution to the needs of the forest products industries.

The same reasoning applies to such other products as fire retardant treated shingles, creosote coal tar impregnated marine piling, waterborne salt treated lumber, each of which has a similar story—nonproprietary development assistance from the Forest Products Laboratory at Madison.

In support of the U.S. Forest Products Laboratory, we have sponsored jointly with Government funds, the cost of financing investigations at the Laboratory. We are now jointly supporting a project to determine a new testing technique of assaying the chemical retention of preservatives for timbers over 5 inches in thickness. We are also supporting, in part, the cost of continued basic research into the treated glue laminated wood products that I mentioned previously.

Much of the proprietary research in our industry has been encouraged by the nonproprietary basic investigation at the Forest Products Laboratory. This means that not only do we obtain valuable informa-

tion from this work at Madison, but it in turn stimulates considerable industry research which would otherwise not exist.

It is hoped that the appropriation we urge will be approved by the committee so that the Forest Products Laboratory will have the needed funds to insure most efficient use of one of our Nation's most important natural resources. Because of its record of worthwhile accomplishments in solving forest products technical problems, we feel this is a particularly wise investment on the part of the Federal Government to improve these facilities at the national Laboratories in Madison.

The $190,000 now requested will finance the design work to modernize the present building beginning in 1967 which will be in the year in which the currently authorized construction will be completed. Preparation of plans and specifications should be started within the present calendar year to be certain that construction contracts can be awarded by the time the space becomes available for modernization of present facilities which were built in 1932. The total remodeling and modernizing of the present main building will be approximately $2,750,000. These funds will not be needed until July 1, 1967, or fiscal year 1968.

Senator BYRD. Your statement, Mr. Hawes, is appreciated, I thank you for your patience.

Mr. HAWES. I thank you very much for having given us the opportunity to present our views.

Senator BYRD. You are very welcome.

FOREST PRODUCTS LABORATORY EXPANSION AND MODERNIZATION

STATEMENT OF MAURICE J. RHUDE, CHIEF ENGINEER OF UNIT STRUCTURES, FOREST PRODUCTS DIVISION, KOPPERS CO., INC.

Senator BYRD. Mr. Woodward, would you prepare to come forward, please.

Mr. Rhude, I believe you are the chief engineer, Unit Structures, Koppers Co., Inc., Forest Products Division.

Would you please proceed.

Mr. RHUDE. Thank you, Senator. I have a prepared statement I would like to submit for the record.

My name is Maurice J. Rhude, I am chief engineer of Unit Structures, a Department of the Koppers Co., Inc., Forest Products Division. I am appearing for our management at Peshtigo, Wis., the scene of the world's most disastrous forest fire in 1871, and the birthplace of the structural glued laminated timber industry in this country in 1933.

Peshtigo is the home of the Badger Paper Mills and Thompson Boats. The economy of Peshtigo is almost totally dependent upon wood and wood products.

The Koppers Co. operates laminating plants in Wisconsin, Arkansas, and North Carolina; in each of these States the economy is based heavily upon forest product industries. We design, fabricate, and erect structural timber roof framing for churches and schools, for recreational, commercial, industrial, and other buildings, and for wood framing of bridges, towers, minesweepers, and other marine installations.

UTILIZATION OF TECHNIQUES DEVELOPED BY LABORATORY

Our product uses techniques developed by the U.S. Forest Products Laboratory in the early thirties where narrow and short boards are edge glued, end glued, and face glued into large, shop-grown laminated timbers. The laboratory has pioneered in the development of wood design criteria and the efficient use of high and low grades of lumber into profitable products for the lumber, plywood, and glued laminated timber industries.

We appreciate the opportunity to appear before your committee in support of the request by the Forest Products Laboratory for appropriations to finance planning to modernize their present facilities at Madison, Wis.

Their first stage of a several-stage construction program will begin this spring when construction starts on new space for wood chemistry and pulp and paper research. As former and inadequate quarters are vacated by personnel and equipment, it will be most important that funds will have been made available, and plans completed, for the renovation of this vacated space for still other research. It will be through such a procedure that there will be a minimum of interruption in Forest Products Laboratory activities.

All of the work at the Forest Products Laboratory is purposeful and aimed at practical results. The personnel of the Laboratory has obtained the basic information about the structure and composition of wood, its physical, chemical, and electrical properties, its reaction to heat, humidity, radiation, chemicals of many kinds, permeability to liquids, susceptibility to bacterial action and insect attack, and reaction to fire.

There is much to be done. This work calls for highly developed skills and increasingly complex and costly laboratories, instrumentation, and equipment to keep in step with competitive materials, and with products from foreign countries.

The personnel of the Laboratory is well qualified to research the maximum use of wood. While no material combines in like degree the beauty, versatility, strength, durability, and workability of wood, there is no one more qualified to take advantage of these good properties of wood and improve the quality of all wood species, improve existing uses, and find new uses, than these people at Madison.

WOOD DESCRIBED AS RENEWABLE RESOURCE

One of the most desirable characteristics of wood is that it is a renewable resource. When the iron ore and the oil is gone, it will be gone for good. More trees can always be grown, and even today there is a favorable balance of growth to drain for many species.

The better utilization of each log harvested continues to improve; the Forest Products Laboratory has had much to do with this improved utilization.

Twenty-five years ago about 40 percent of a tree was used; today the figure is much higher in some areas. The help of the Forest Products Laboratory is needed to continue this trend into all areas of the country, with all species.

To some it may be the sense of sight, touch, smell, and even taste which attracts them to wood. To permit wood and wood products

to create jobs for people, we must understand a lot more about wood, the complexities of wood, such as strength properties of dimensions in three directions, environmental effects on quality, how to protect from fire and decay, and relationships between specific gravity and strength and stiffness.

This is the important work which will be accomplished by the Forest Products Laboratory. Industry firms are active in this research, and on new product research, but the people with the best qualifications for breakthroughs, in the broad interest of the public, are at the Forest Products Laboratory.

The greatest source of new ideas, possibly three-quarters of all new ideas, comes from contact with people elsewhere who are engaged in a similar field. There has always been close cooperation between industry and the Forest Products Laboratory. Species are to the wood industry what alloys are to the metal industry; people in the wood industry look to Madison for the magnitude of differences between species.

Roofed athletic centers and many other building types are getting bigger. Like the trend in the building of ships, such as tankers, there are problems due to size which can be solved only by experience and research. The funds for planning of facilities for experiments on full-scale structures should be made available, for much remains to be learned about interaction and the load-sharing characteristics that occur when elements are fastened or bonded together into a complete structure.

Perhaps the most frequently used word these days is "space." While we work to unravel the ways and means of conquering this space, and must spend huge sums to develop new and improved construction materials for space, we cannot forget about the down-to-earth problem of providing shelter space in this world for its bulging population.

REQUIREMENT FOR TIMBER DESIGNING RESEARCH AND COMPETITIVE MATERIALS

Wood possesses a high strength-to-weight ratio. There are a few materials which cost less per pound than wood. With these features, and the abundance of timber, there must be research to aid timber design in keeping pace with developments in other materials and with the requirements of the modern age.

The appropriations requested are small indeed to provide at a later date the facilities and equipment for such a large expected return on investment. Your support will be important to the people of Wisconsin and to the entire country. We have been richly blessed with our forests, but research must develop the products to make this wood industry a healthy economy. Some of the most economically distressed areas of the Nation have abundant forest resources.

I would like to focus your attention for a moment on the particular situation of northern Wisconsin and, in fact, the 81 counties of northern Wisconsin, Michigan, and Minnesota. We, at Peshtigo, are located in this economically distressed area where the economy depends upon the best possible utilization of the available timber.

In our Peshtigo plant we have had as many as 250 people but employment is now cut in half, and our Peshtigo plant has been shut down for short periods in recent weeks.

Research can greatly aid in the better utilization of our less commonly known Midwest wood species and creative jobs when the knowledge and experience of the Madison Laboratory are used to the fullest.

We respectfully request that this statement be printed in the record.

Mr. Chairman, thank you and members of this subcommittee for this opportunity to appear in support of the needs of the Forest Products Laboratory which has been so important a part of wood research in the United States, and in the entire world for the past 54 years since it was founded in 1910.

Senator BYRD. All right, Mr. Rhude, we are glad to have your statement. We are sorry to have kept you waiting so long.

Mr. RHUDE. That is quite all right.

(The prepared statement of Mr. Rhude follows:)

STATEMENT OF MAURICE J. RHUDE, CHIEF ENGINEER, UNIT STRUCTURES, DEPARTMENT OF KOPPERS CO., INC., FOREST PRODUCTS DIVISION, PESHTIGO, WIS.

Mr. Chairman, my name is Maurice J. Rhude. I am chief engineer of unit structures, a department of the Koppers Co., Inc., Forest Products Division. I am appearing for our management at Peshtigo, Wis., the scene of the world's most disastrous forest fire in 1871, and the birthplace of the structural glued laminated timber industry in this country in 1933. Peshtigo is the home of the Badger Paper Mills and Thompson Boats. The economy of Peshtigo is almost totally dependent upon wood and wood products.

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One of the most desirable characteristics of wood is that it is a renewable resource. When the iron ore and the oil is gone, it will be gone for good. More

trees can always be grown, and even today there is a favorable balance of growth to drain for many species. The better utilization of each log harvested continues to improve; the Forest Products Laboratory has had much to do with this improved utilization. Twenty-five years ago about 40 percent of a tree was used; today the figure is much higher in some areas. The help of the Forest Products Laboratory is needed to continue this trend into all areas of the country, with all species.

To some it may be the sense of sight, touch, smell, and even taste which attracts him to wood. To permit wood and wood products to create jobs for people, we must understand a lot more about wood, the complexities of wood, such as strength properties differing in three directions, environmental effects on quality, how to protect from fire and decay, and relationship between specific gravity and strength and stiffness. This is the important work which will be accomplished by the Forest Products Laboratory. Industry firms are active in this research, and on new product research, but the people with the best qualifications for breakthroughs, in the broad interest of the public, are at the Forest Products Laboratory.

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We respectfully request that this statement be printed in the record.

Mr. Chairman, thank you and members of this subcommittee for this opportunity to appear in support of the needs of the Forest Products Laboratory which has been so important a part of wood research in the United States, and in the entire world for the past 54 years since it was founded in 1910.

LAND AND WATER CONSERVATION PROGRAM

STATEMENT OF HARRY R. WOODWARD, DIRECTOR, COLORADO GAME, FISH, AND PARKS DEPARTMENT

Senator BYRD. Mr. Woodward, I believe you are the last witness. I understand that Senator Gordon Allott has requested that you be heard by the subcommittee.

Mr. WOODWARD. I am Harry R. Woodward, director of the Colorado Game, Fish, and Parks Department. I also serve as the State liaison officer for the administration of the land and water conservation fund in Colorado. I am a member of the executive committee of the International Association of Game, Fish, and Conservation Commissioners.

I appear before you today to support the proposals for the budget to implement the land and water conservation fund. This budget, as I understand, has been proposed at approximately $125 million. I feel that this is needed and needed urgently to get this program underway.

By way of reflection I would like to say that officially and personally I supported the Land and Water Conservation Fund Act and I worked vigorously to help see it adopted for the purpose of providing these outdoor recreation facilities that all of our States so badly need.

I am very proud of the Land and Water Conservation Fund Act and of the work that we contemplate under this act. I hope that Congress can see fit to go along with these appropriations.

REDUCTION IN STATE SHARE OF GRANTS

I am concerned about one provision in the budget that provides for a split of 60 percent for State funds and 40 percent for Federal funds. All during the discussions and the planning, and I was in some of the very initial planning of this act, we at all times talked about a 50–50 split. Now other figures were used, were tossed out at different times, and through compromise and discussion it was decided in all cases that 50–50 was the appropriate level at which to divide these funds and to provide for this matching. I think that at the time that it was drawn was when it said not more than 50 percent of the funds should be Federal, this was sort of understood by all of us that this would be 50–50.

Now with the proposal for a 60–40 split I think there is an undue hardship going to be placed upon particularly many of the smaller States. At this stage when many of us are just getting into this new field, really, we have a real problem of developing financial resources for our matching funds at the State level. From this standpoint it is not going to be easy in many cases for the States to match the 50 percent and the raise to 60 percent just adds an additional hardship upon us. Now some States, particularly some of the larger States, would probably not be affected as we would be because in some cases they have sufficient funds and they are ready to go right now with their formula regardless of what percentage is set on them.

Unfortunately, for some of the rest of us if we can't make our 60 percent matching, the portion we can't match will be pulled back and redistributed, perhaps to a few of the larger States to the detriment I think of the preponderance of the States. So I hope, from this

standpoint, you will very carefully consider this matching formula and if possible to insert within the framework of the budget a 50–50 matching proposal.

Mr. Chairman, I thank you for this opportunity to appear here and to make my voice known.

Senator BYRD. Mr. Woodward, you have made a very fine statement. We appreciate your testimony. You, of course, know that Senator Gordon Allott is one of the very able members of the full Senate Committee on Appropriations. I am sure that he will be interested in pursuing the progress of the appropriations for the land and water conservation fund. I thank you for presenting yourself to the subcomittee today.

Mr. WOODWARD. Thank you, sir.

Senator BYRD. I hope you may come back.

On Wednesday, March 10, Members of Congress will appear before the subcommittee to submit testimony.

SUBCOMMITTEE ADJOURNMENT

The subcommittee is now adjourned until 10 o'clock Wednesday morning, March 10.

(Whereupon, at 5 p.m. Tuesday, March 9, 1965, the subcommittee was adjourned, to reconvene at 10 a.m. Wednesday, March 10, 1965.)

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATIONS FOR 1966

WEDNESDAY, MARCH 10, 1965

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

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

DEPARTMENT OF THE INTERIOR

NONDEPARTMENTAL WITNESSES

STATEMENT OF HON. JOHN F. BALDWIN, JR., A U.S. REPRESENTATIVE FROM THE STATE OF CALIFORNIA

JOHN MUIR NATIONAL HISTORIC SITE, CALIF.

Present: Chairman Hayden, Senators Proxmire and Bartlett.

Chairman HAYDEN. The subcommittee will please come to order.

We will be pleased to hear from you, Mr. Baldwin.

Mr. BALDWIN. Mr. Chairman, I desire to testify before your subcommittee in favor of two items which are already in budget requests which have been submitted to you by the Secretary of the Interior and the Budget Bureau, with the approval of the President.

Last year Congress approved Public Law 88–547, which authorized the establishment of the John Muir Historic Site in California. This bill was passed with the specific approval and recommendation of the National Park Service, the Secretary of the Interior, the President, and all nationwide conservation groups. The bill was designed to give proper historical recognition to John Muir who died in 1914.

John Muir was widely credited by the Department of the Interior as having been the founder of the national forest system, and probably the greatest single influence in the establishment of most of the national parks in the western part of the United States. His historic writings in the field of conservation seized the Nation's interest, and it concentrated the Nation's interest in the conservation of these beautiful scenic areas.

It is a tribute to John Muir and his contribution to our country that the bill to establish his home as a national monument was passed both by the House Interior Committee and the Senate Interior Committee without a single dissenting vote.

43-666—65—pt. 2——46

ACQUISITION OF LAND

The John Muir bill authorized a total of $300,000 for land acquisition and restoration of the buildings on the site. The administration has now forwarded to Congress two separate requests involving funds to carry out the objectives of this bill. The first request is a supplemental appropriation request for fiscal year 1965 which was transmitted to Congress by the President on February 8, 1965.

In this supplemental appropriation request the President included the sum of $16 million for "Land and water conservation" under the Bureau of Outdoor Recreation. This sum, in turn, included $5.18 million which was to be available to the Park Service. Included in this sum is the necessary $169,000 required to acquire the land upon which the John Muir Home and the Vincente Martinez Adobe are located. Both of these historic buildings were owned by John Muir.

CONSTRUCTION COST

In addition, in the regular budget for fiscal year 1966 the President transmitted to Congress an additional request for this purpose. This was included under the National Park Service under the heading of "Construction." The total requested by the President for construction for the National Park Service was $27,373,600. Of this sum, $128,000 applies to the John Muir National Historic Site.

It is my understanding that $110,000 of this amount will be used for restoration of the two buildings involved, and the remaining $18,000 will be used for the construction of roads and trails on the property.

May I point out that all of the above authorized amounts were included in the authorization of the original bill. Furthermore, the amount for acquisition of the site will come from the land and water conservation fund which is now being separately funded through a bill passed by Congress last year authorizing the use of the gasoline tax on boats and other related taxes for this specific purpose.

There is tremendous interest throughout the West and the entire Nation in the preservation of the John Muir Home. It is most urgent that it be done on an expedited basis becaues it has been threatened by subdividers who would like to tear it down for the construction of unsightly subdivisions.

The people who now own the home specifically purchased the home when it was threatened by subdivision in order to hold it long enough to enable the U.S. Congress to complete action to authorize this acquisition. The John Muir Memorial Association now has an option on this home which will expire next year. This option is at substantially less than the current market value of the property involved—probably about one-half of the market value. Therefore, it is essential that this appropriation be approved this year in order that the home be acquired before this option expires, and before the land is either taken by subdividers or is greatly increased in price.

May I urge favorable action of your subcommitee on both of these appropriation requests for this most worthy objective.

Chairman HAYDEN. John Muir was a very famous man in California and we will certainly give this careful consideration.

Mr. BALDWIN. I appreciate that, Mr. Chairman.

MAPLE SAP PRODUCTION RESEARCH PROJECT, BURLINGTON, VT.

STATEMENT OF HON. GEORGE D. AIKEN, A U.S. SENATOR FROM THE STATE OF VERMONT

Chairman HAYDEN. Senator Aiken.

Senator AIKEN. Mr. Chairman, I am here this morning to support an important maple sap production research project now being conducted by the Forest Service at Burlington, Vt., for the benefit of producers from Maine to Minnesota.

The work in Burlington is designed to increase the production of maple in States where it is now being produced in quantity as well as to enable other States to bring their crops up to a commercially feasible level.

Maple production is important in the rural economy of the Northern and Eastern States where it provides needed incomes and off-season employment. Incidentally there is some production although not commercially as far south as North Carolina. However, technological progress has lagged and there is a serious cost-price squeeze, with the result that maple sirup is a high-cost deficit commodity.

Maple farmers' income could be substantially increased if this problem could be alleviated. At the present time the value of the crop is over some $10 to $12 million. We believe that with adequate research that it might be increased to several times this amount. Sufficient maple trees are available to expand the industry considerably, but this cannot be done until improved practices are developed to make maple production more profitable.

Scientific study and applied research should result in more efficient production methods, higher sap yields and sugar content, and less cost to the producers. The Federal Center for this research is maintained at Burlington in close cooperation with the University of Vermont. The results of this research so far have been encouraging to producers in the entire maple-producing region.

Last year your subcommittee recommended an increase of $180,000 for this research. Half of this amount was favorably acted upon by the Congress. The other half was lost in conference. The need is pressing for the remaining increase of $90,000.

As I told your subcommittee last year, I regard this appropriation more in the nature of an investment than an expenditure. It is a project of national importance to farmers producing maple products in some 13 States. These States, in the order of their volume of production for this year are: New York, Vermont, Pennsylvania, Ohio, Michigan, Wisconsin, Massachusetts, New Hampshire, Maryland, Maine, Minnesota, Indiana, and West Virginia, with noncommercial in a few other States.

A well-balanced program of research has been begun at this Center in Burlington and should be brought to full strength as soon as possible. At my request the Forest Service has described the need for additional research in an eight-point summary which I request be inserted in the record at this point.

Chairman HAYDEN. Without objection, it will be inserted in the record at this point.

(The summary referred to follows:)

(1) Basic work on developing more efficient sap extraction and collection methods, which is now underway, should be accelerated.

(2) Cost studies of taphole preparation methods and studies of more effective equipment and techniques should be augmented.

(3) The problem of bacterial contamination of tapholes, only partially controlled by present methods, needs further research.

(4) The economic feasibility of late fall and winter tapping should be further explored.

(5) Scientific studies should be made of the factors governing the formation and quality of sap, rate of flow, and sugar content, as a basis for further improvements in yield and quality of products.

(6) Research on the development of high-yielding trees needs to be accelerated. Trees already selected for their high sap sugar content will be used in developing better trees for the future. Methods for propagation and planting the improved types of trees should be studied.

(7) Other needed studies concern modifying the spacing and changing the temperature environment of the tree boles to raise the yield of sap.

(8) The effect of sugarbush culture on the yield and quality of sugar maple timber should be studied to maximize total income from continuous management of maple stands.

ADDITIONAL VALUES OF SUGAR MAPLE

Senator AIKEN. Full implementation of this program of maple research at Burlington would be a definite help to all the States in the Maple Belt.

I might also point out that the sugar maple has other important values besides the production of sirup.

It is not only one of our most desirable hardwood lumber trees, but also attracts hordes of tourists and vacationers every fall because of its gorgeous autumn foliage.

I request that your subcommittee recommend that the full $180,000 be appropriated.

I also have several telegrams and a letter here which I should like to have inserted in the record.

Chairman HAYDEN. They may be inserted.

Senator AIKEN. I know only two members of this committee come from States producting maple sugar. I am not sure if the other members are familiar with it.

Chairman HAYDEN. I came from Arizona, but my father was a Connecticut Yankee and he taught me about it.

Senator AIKEN. I came armed to the teeth, so I have some here for someone who wants to try some maple sugar.

Chairman HAYDEN. Thank you very much, Senator Moss.

(The communications referred to follow:)

ASHFIELD, MASS.,
March 8, 1965.

Senator GEORGE D. AIKEN,
U.S. Senate Building,
Washington, D.C.:

The National Maple Sirup Council at its annual meeting held in Greenfield-Mass., October 7, 1964, meeting in executive session, passed unanimously the resolution to support the request for an additional $90,000 for the U.S. Forest Service at Burlington, Vt., for the continuing research in maple sirup production and maple sirup products.

LINWOOD B. LESURE, *President.*

ST. ALBANS, VT., *March 8, 1965.*

Senator GEORGE D. AIKEN,
Senate Office Building,
Washington, D.C.:

As Vermont member of the National Maple Syrup Council and president of the Vermont Maple Sugar Makers Association, I urge you to support a request for $180,000 of research funds needed by the U.S. Forest Service to study ways to reduce costs of producing maple sirup, and to increase returns from the sugar bush.

ERIC NYE.

VERMONT MAPLE INDUSTRY COUNCIL,
Burlington, Vt., March 4, 1965.

Hon. GEORGE D. AIKEN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR AIKEN: The Vermont Maple Industry Council, at its meeting in Montpelier on November 17, reaffirmed the need for $180,000 originally requested to be appropriated to the U.S. Forest Service for new research work designed to reduce the costs of producing maple sirup. The research needed would reduce costs by improving the sweetness of the sap coming from the tree, by improving tapping methods and increasing flow from the taphole, and by increasing returns received from the sugar bush through all possible sources of income.

The council will appreciate anything you can do to obtain the necessary funds, which we understand would be used by the Northeastern Forest Experiment Station of the U.S. Forest Service.

Sincerely yours,

RAYMOND T. FOULDS, Jr.,
Corresponding Secretary.

OURAY WILDLIFE REFUGE, VERNAL, UTAH

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

Senator Moss. Mr. Chairman, Senator Proxmire, I have a prepared statement that is much too long to read. I ask that it be included in the record and I would like to make just a few comments on it.

Chairman HAYDEN. That may be done.

Senator Moss. I support fully the budget requests which have been made by the administration that affect the Interior appropriations for this year. I think that they are good. In fact, the requests are somewhat higher than we received last year insofar as they affect Utah's interests and I am very grateful for this. I think every one is thoroughly justified.

I will not spend time going over what has already been recommended. I do have some items to which I would like to call attention which I think should be considered by this subcommittee and I would recommend that there be certain rather small increases in some areas.

First, dealing with fish and wildlife, the Ouray Wildlife Refuge, which is southwest of Vernal, Utah, has been created and is now being constructed as a waterfowl hunting area.

There is a request in the budget for $95,000 but this is far too small to accomplish what needs to be done there if this refuge is to produce

as it is expected ducks and geese which use this flyway. Therefore, I am requesting that an additional $225,000 be appropriated. This amount, I am advised, could be used to good advantage and is needed for impounding facilities, pumps, dikes, canals, ditches, and drains, and I think with the emphasis that the President has given to the development of outdoor recreation and wildlife propagation that this is urgently needed in this part of the country.

Springville National Fish Hatchery, Springville, Utah

Another section has to do with the Springville Fish Hatchery. At my request last year the committee appropriated additional funds and this was improved and renovated to the point where it is functioning fairly well and it has come in at a time when there was great need for planting fish in our reservoirs. I am advised in talking with the wildlife people if we could have an additional $9,000 this year at the Springville Fish Hatchery, an additional 20,000 pounds of trout could be produced. The bargain seems too good to pass.

With that small additional appropriation we can increase the production of this fish hatchery materially. Since we are having problems getting Jones Hole and other fish hatcheries in the area built, I think we ought to get the maximum value out of Springville National Fish Hatchery.

Predatory and Rodent Control

Also in this area I ask the committee to reconsider and restore funds for predatory and rodent control which in the recommendation of the administration have been reduced this year by $20,000 in my State of Utah. There is a rather alarming increase of predators and rodents which are now giving considerable problems to sheep and cattle interests, and I think we should not decrease our efforts.

Chairman Hayden. What kind of rodents are they?

Senator Moss. Rodents are rats and ground squirrels out on the range. These are the rodents that are controlled.

Funds for Planning Browse Laboratory at Provo, Utah

Mr. Chairman, under the Forest Service section, I urge that money be appropriated at this time to complete the planning of a browse laboratory which is now proposed to be placed in the Provo area and for which the Brigham Young University has offered space on its campus for the building of this laboratory. The total cost ultimately will be $800,000 but the amount needed this year and for which I ask that funds be appropriated is $64,000 to complete the planning of this laboratory.

Of course the restoration of the browse on our ranges is a critically important factor. This is what the deer and the big game subsist on very largely, and if we have proper browse on our ranges then the cattle and sheep may use it, and they graze on the grass. The deer and big game graze on browse so you can have both; you can have production of an economic crop by the rancher and the farmer and at the same time you can have outdoor recreation, big game hunting.

One of the great deteriorations we have noticed on our ranges is the declining browse. I think the State of Utah is the leading State in browse. This would complement and go along with the State effort being made in this research so I ask that this amount be added.

ALLOCATION OF CACHE NATIONAL FOREST RECEIPTS FOR PURCHASE OF WATERSHED LANDS

I am also requesting that the committee approve the assignment of an additional $10,000 from the receipts of the Cache National Forest for the purchase of critical watershed lands. This is simply authorizing money that comes in from the forest being used in this particular area. The counties involved have all approved this. Ordinarily the money would go out to the counties in payment but under this request it would be used in watershed improvement. We have some critical areas and I ask that the committee approve the additional amount for that purpose.

ADDITIONAL FUNDS FOR SOIL AND MOISTURE CONSERVATION OF UTAH RANGES

Under the BLM I asked that an additional $1.5 million be added to the soil and moisture conservation measures in 11 of our BLM districts in Utah. We have made some good headway but we are not going nearly fast enough. We just do not have the funds to cope with the problem of range deterioration. In ranges where we have been able to have some funds and the work was done, there have been some dramatic improvements. This is BLM land. We need additional push there to improve our ranges.

CANYONLANDS NATIONAL PARK HOUSING

Under the National Park Service section of the appropriation I am asking that an additional $116,000 be written in to be assigned for the construction of residences for personnel at Canyonlands National Park. As the chairman knows, this national park was created last year and we now have the problem of developing and getting it opened up. There is a very sizable request for funds to do this which I support, but one of the problems we have is this is a remote area, and people who are moved in there to work at the park have to live in trailers. In fact the distances are so great they cannot very well travel from an established town and do the work. We need residences constructed in the park. This will require an additional $116,000.

REDUCTION OF STATE SHARE OF LAND AND WATER CONSERVATION GRANTS

On the land and water conservation fund, which was authorized by the Congress last year, the proposal now by the administration is that the fund be divided 40 percent to the States and 60 percent to the Federal Government. I think we ought to go back to the 50–50. When we authorized the fund we authorized there would be a 10-percent leeway either way from 50–50 but I think it was our intent to be 50–50 and I think the State being asked to bear the

greater burden probably cuts down quite a bit on what we will be able to do with that fund.

I think the committee ought to recommend that it be established at a 50–50 split on the income from there.

ENDORSEMENT OF BUDGET REQUEST FOR BRIGHAM CITY SCHOOL

On the Bureau of Indian Affairs I simply wanted to say that I support heartily the request for additional funds of the Brigham City school. The Indian school at Brigham City has been most successful. It has done a marvelous job. We sort of got over the hump now on the elementary level and we are getting into the high school level. Our Indian children whom we couldn't get into school at all have now been brought in and they are going through the elementary level. We are short now in having adequate high school teaching.

Chairman HAYDEN. This is a reservation school?

Senator Moss. It is not on a reservation. They have a boarding school at Brigham City. This is an old World War II hospital converted to the school.

Chairman HAYDEN. There is nothing but Indian children there?

Senator Moss. Nothing but Indian children there in the school.

I also have a tabulation I would like to have included in the record.

(The prepared statement of Senator Moss and the tabulation submitted by him follow:)

SIGNIFICANCE OF DEPARTMENT OF THE INTERIOR APPROPRIATIONS BILL

Mr. Chairman and members of the subcommittee, the bill before the subcommittee today is one of the most significant considered by the Congress each year. What we do, or do not do, to finance these programs will, to a great extent, set the scope of our stewardship of natural resources for the present and future. For this reason, I have again asked for time to appear personally.

It is gratifying that budget requests for the Department of the Interior for the fiscal year 1966 show an increase over amounts appropriated for these same agencies for the present fiscal year. The request for fiscal 1966 totals more than $837 million, an increase of $150,600,000 over the amount appropriated for fiscal year 1965. Some $125 million of the increase is for the land and water conservation fund, a very important new program in Utah and all of the West.

Similarly, Utah fares better under the budget requests for fiscal 1966 than we did in the current fiscal year. Funds appropriated for Utah in fiscal 1965 for Interior Department agencies covered by this bill totaled $17,600,000; the budget request for these same agencies for fiscal 1966 is $22,400,000.

Again, budget requests for fiscal 1966 for the U.S. Forest Service have been increased over the appropriated amounts for fiscal 1965—and, again, Utah will profit. It is estimated that $9,700,000 will be spent by these agencies in fiscal 1965 as compared with $11,072,000 requested for fiscal 1966.

I quote these figures only as brickwork for the statement I want to make. The Johnson administration recognizes the importance of protecting and developing our natural resources, and is determined that the very significant programs in this field, which are centered primarily in the West, are not to be stinted.

This subcommittee has always been generous in approving funds for the Department of the Interior and Forest Service programs in the past, and for Utah projects to be undertaken by these agencies. I take this opportunity to thank you for your attention to my requests in other years, and to ask that the requests I am making today be given the same thought and consideration.

I am here to ask that additional money be appropriated for Utah activities by three agencies of the Department of the Interior, and that research funds for the Forest Service also be increased.

FISH AND WILDLIFE

The budget request contains an item of $95,000 to continue development of the Ouray Wildlife Refuge, 26 miles southwest of Vernal, Utah. This refuge will be a nesting area for the production of ducks and geese, and a public waterfowl hunting area. Its early development is urgent if we are to reverse the trend of declining waterfowl population.

Funds requested will allow only very limited development of water control facilities, and the construction of one residence and two storage buildings. No work is contemplated in the Shepard Bottoms area of the Ouray refuge, which is one of the most important. I am advised that an additional $255,000 could be used to good advantage in fiscal 1966 for impounding facilities, and building pumps, dikes, canals, ditches, and drains in this area.

It is expected that upon completion, the refuge will produce at least 1,000 geese and 13,000 ducks a year, and will provide a migration habitat for 75,000 ducks each fall. In addition to the waterfowl hunting area, the refuge will provide areas for picnicking and general recreation.

Originally it was planned to complete Ouray in about 4 years. Already, the timetable has been moved back a year. This is regrettable. I hope the subcommittee will increase the appropriation by an additional $255,000 for the Ouray refuge in fiscal 1966 so its development will not be further delayed.

In the last Congress this subcommittee very generously wrote into the Interior appropriation bill funds to rehabilitate the 47-year-old Springville National Fish Hatchery. This work is now well underway, and no additional funds are necessary. However, the improved facilities will make it possible to produce many more pounds of trout. The budget request of $101,000 will allow the production of 80,000 pounds of trout. By increasing operating funds by only $9,000 some 20,000 additional pounds of trout can be produced in fiscal 1966.

We need this extra production in Utah. As this subcommittee knows, construction of the Jones Hole Fish Hatchery has been delayed, and this places the burden of producing fish for the newly created Flaming Gorge Recreation Area and other Federal waters on existing facilities, of which Springville is one of the most important. Although I shall urge action on the Jones Hole problem before the Public Works Subcommittee when the Bureau of Reclamation budget requests are considered, I feel we should not let the opportunity pass to increase our trout production by 20,000 pounds annually in Utah through the appropriation of the additional sum of $9,000 in this bill.

The proposed cut in Fish and Wildlife Service funds for predator and rodent control has caused great concern in my State. If allowed to stand, this would reduce by $20,000 the funds Utah would receive for this program. We recieved $134,000 in fiscal 1965; the request for fiscal 1966 would allow $114,000 for Utah.

Rather than reducing predator control funds for the coming fiscal year, we should be increasing them. The number of predators in Utah has risen in recent years, resulting in larger losses to Utah stockmen. The Federal-State cooperative program for control is a far-ranging one, but it is not adequate. The Utah Wool Growers Association has a campaign underway to raise additional funds for control measures, and a bill is pending before the Utah State Legislature to increase the mill levy for predator control work.

I sincerely hope that the subcommittee will recommend that rodent and predator control funds for the Fish and Wildlife Service at least remain at 1965 levels, rather than at the reduced levels requested for fiscal 1966.

FOREST SERVICE

At the present the Forest Service is conducting limited studies in livestock range management and associated wildlife habitat in the intermountain region in a rented building in Provo, Utah. There are no laboratory facilities, and the space now occupied is completely inadequate and unsuited to the job that should be done.

Brigham Young University, which is located at Provo, has offered to lease the Forest Service a site on its campus for the construction of an intermountain brouse laboratory and related facilities. Such a laboratory could make a great contribution.

Long continued use of approximately 160 million acres of dryland ranges by the intermountain livestock industry has resulted in widespread range depletion.

Wildlife, which has become one of the most important wildland resources in the intermountain west, roams many of the same ranges.

Browse is a key source of food for both big game and livestock. It is the principal vegetative cover of much of the territory. Restoration of critical areas is essential.

The type of studies which would be undertaken in a modern laboratory at Provo—studies involving greenhouse culture, controlled environment for plant growth, and analytical procedures—would be most valuable throughout the area. They would not duplicate, but supplement, research already underway in this field.

The full cost of an intermountain brouse laboratory has been estimated at $800,000. Architectural design and planning would cost approximately $64,000. I ask that planning funds be appropriated for the 1966 fiscal year.

There is one other small item which relates to the Forest Service which I must mention here. A proposal has been made to increase from $10,000 to $20,000 the appropriation from the receipts of the Cache National Forest in Utah for the purchase of critical watershed lands. I understand that all of the affected counties have agreed to the increase. The matter was not cleared before the budget requests were sent to Congress, but I am confident that the subcommittee will shortly be informed of this agreement. I hope that committee approval will be given to the increased amount.

BUREAU OF LAND MANAGEMENT

While we must continue to make sure that we are adequately financing the type of research which will give us new knowledge and new techniques to better manage our natural resources, we must also move to put this new knowledge into effect. No one more enthusiastically supports legitimate research than I, but once results are achieved, I believe we must press forward with as broad a program of action as our financial resources permit.

I am particularly anxious that we use the soil and moisture conservation measures which have been developed to protect and improve our land. To this end, I ask that $1,500,000 be added to the soil and moisture conservation funds of the Bureau of Land Management for the fiscal year 1966 to permit the Bureau to accelerate the rehabilitation program of the 11 BLM districts in Utah.

I realize, Mr. Chairman, that all Western States are facing, to some extent, the same land depletion problem as Utah. However, we are up against a particularly tough situation in my State because overgrazing and sustained drought have made necessary heavy cutbacks in grazing allotments. Only through widespread rehabilitation efforts of the type this appropriation would make possible can the Utah livestock industry be saved from serious financial losses in the years ahead.

The measures employed would be those developed by previous research efforts to increase and improve vegetative conditions on depleted watersheds. Included would be reseeding of deteriorated sagebrush and pinion-juniper areas and construction of water-control works.

Some of the areas selected for this conservation work are the very seriously eroded or "frail lands." Other work would be directed to restoring reductions in grazing allowances which have had to be imposed. The improvement of vegetative cover on these adjoining areas would permit the deferment of grazing use on the frail areas. In addition to prevention of soil erosion, the allocation of additional funds would enhance resource use values including domestic livestock grazing, fish and wildlife development and utilization, outdoor recreation and wilderness preservation.

NATIONAL PARK SERVICE

I wish to emphasize my particular support for the funds requested by the National Park Service for the operation and further development of the various national parks and monuments in Utah, and for the operation of the new Glen Canyon and Flaming Gorge National Recreation Areas.

I am, of course especially pleased that over $2 million has been requested to begin development of the new Canyonlands National Park which the Congress authorized last session.

Most of the money requested will go into the construction of roads and trails to open up this spectacular new area. A little over half a million is to be used for such things as campground developments, utilities, comfort stations, trailer housing for employees, etc.

Although this may appear to be a considerable sum for the first-year developments in a new park, an unusual situation pertains here. This is a very remote area with regard to source of supply; the Park Service needs funds in large increments in the interests of economy of construction.

A number of park personnel will go into the Canyonlands area with the beginning of the next summer season. If this staff is to operate at maximum efficiency, additional funds should actually be made available in this coming fiscal year. The highest priority is a radio communications system (estimated to cost $15,000) to connect the Canyonlands National Park with the Arches and Natural Bridges National Monuments so that all of these units can be administered as a whole.

Another pressing need is employee housing. Present budget estimates will provide for five trailers, but these units are not very satisfactory for year-round living in an area which experiences extremes in temperature. Of the eight employees who will be located permanently in the park, at least five will have families. Regular housing should be provided as soon as possible for these families. An additional $116,000 written into the fiscal year 1966 appropriation bill would make possible the construction of these residences during the coming summer. Otherwise construction must be put off for a year. This sum would also cover the utilities needed to serve them.

If these additional funds were provided, the trailers then could be used for temporary employees sent into the park area each season.

BUREAU OF OUTDOOR RECREATION

I hope this subcommittee will make it clear in language in the report on this bill that it opposes the Federal-State participation formula proposed by the Bureau of the Budget for the Land and Water Conservation Fund Act of 1964. The concept was always that the program would be funded on a 50–50 basis, but the Bureau has now proposed that the Federal Government provide 40 percent of the funds and the States 60 percent. This is within the legal leeway, but it seems to me this digresses from the original intent of the Congress—and will slow down the development which the measure was enacted to stimulate.

OFFICE OF INDIAN AFFAIRS

Before concluding I want to mention specifically, and recommend the two items requested by the Office of Indian Affairs. Behind them hangs a most satisfying story. The items to which I refer are both for the Intermountain Indian School at Brigham City, Utah; the first for $100,000 for plans to update the school, and the second for $90,000 to make some critical alterations and improvements. These amounts should be appropriated.

When the Intermountain School was established in 1950, the Navajo youths of various ages who enrolled had almost no previous schooling. It was necessary to devise special educational programs to equip them with basic languages, social and work skills during the 5 or 6 years before they reached adulthood.

Today, the story is very different. Most of the 2,046 Navajo students now enrolled at the Intermountain School are much younger, and although many of them continue to require special educational skills, a large proportion of them have the capacity for completing 12 years of school and winning a high school diploma.

This change in the size and character of the students has made necessary many adjustments in both the curriculums and the physical facilities of the school. Where classes were previously all at the elementary level, many of them now have to be at the high school level. Also, the high school students require a more sophisticated curriculum, and this curriculum makes mandatory more functional classrooms, new laboratories in all of the sciences, both physical and biological, new reference books, and other learning materials, and improved industrial arts shops and home economic laboratories.

The two special items requested this year for the Intermountain School attest, I feel, to the success of the school itself. I am confident that the subcommittee will agree that the items requested in fiscal 1966 which allow the school to begin to supply some of the new facilities needed, and to make plans for others, should be retained.

In conclusion, may I say that in general I support the items and budget requests of the bureaus and agencies represented in this bill, all of them important to the West. I ask that a table I have prepared indicating the extent to which

funds from these programs will be expended in Utah be carried at the end of my statement.

Thank you for giving me this time to discuss my special requests with you.

Budget requests, Department of the Interior, 1966 fiscal year—Utah

NATIONAL PARK SERVICE

Canyonlands National Park	$2,018,200
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	164,000
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	53,800
Construction and authorization:	
Squaw Flat:	
Campground development, including comfort stations	47,000
Utilities, water, sewage disposal, electrical, LP gas, headquarters and campground	225,000
Employee trailers (2)	12,000
Interpretive exhibits and shelters	15,000
Reconstruct existing jeep trails, Elephant Hill to Chesler Park and junction of rivers and construct campground road	49,000
Devil's Pocket: Campground development	17,000
Island-in-the-Sky:	
Campground development, including comfort stations	54,000
Utilities, water, sewer disposal, electrical, LP gas	297,000
Employee housing, 3 trailers, including utility connections and installation	18,000
Interpretive exhibits and shelters	12,000
Campground road, and trailer access	29,000
Construct and improve portions of access roads, Dugout Ranch to Squaw Flat; and from north boundary to Grandview Point and Upheaval Dome	1,025,000
Capitol Reef National Monument	121,400
Management and protection:	
Park and other areas, forestry and fire control, soil and moisture conservation	64,900
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	49,900
Construction and Authorization: Signs and markers	6,600
Natural Bridges National Monument	518,100
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	15,200
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	8,600
Construction and authorization:	
Visitor center (completed)	30,000
Utilities	72,300
Scenic loop road to Three Bridges and return	392,000
Timpanogos Cave National Monument	83,900
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	55,400
Maintenance and rehabilitation: roads and trails, buildings, utilities, etc	25,500
Construction and authorization: expand cave water system	3,000

Budget requests, Department of the Interior, 1966 fiscal year—Utah—Continued

NATIONAL PARK SERVICE—continued

Zion National Park	$1,652,550
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	216,350
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	190,100
Construction and authorization:	
Watchman campground:	
Comfort stations	76,700
Campground development, including campfire circle, and entrance station	93,100
South entrance:	
Entrance station	14,500
Widen south entrance plaza	6,200
East entrance: Water system	41,000
Park general: Wayside exhibits, floor of valley road	6,200
Construct Kolob Canyon Rd. from U.S. 91 to Lees Pass, clear grade, and drainage structures, 4.6 miles, and parking loop, R–98	744,000
Circulatory roads and spurs, watchman campground	219,400
Virgin River Bridge, watchman residential area	45,000
Bryce Canyon National Park	325,800
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	156,200
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	138,400
Construction and authorization: Reconstruct park road 55	31,200
Arches National Monument	110,000
Management and protection: Management of park and forestry and fire control	73,600
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	36,400
Cedar Breaks National Monument	40,000
Management and protection: Management of park and forestry and fire control	18,600
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	21,400
Dinosaur National Monument	1,418,150
Management and protection: Park and other areas, forestry and fire control, soil and moisture conservation	217,750
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	120,300
Construction and authorization: Roads and trails, buildings, utilities, and acquisition of water rights	1,080,100
Flaming Gorge National Monument	257,750
Management and protection: Management of park and forestry and fire control	128,250
Maintenance and rehabilitation:	
Roads and trails, buildings, utilities, etc	107,000
Construction and authorization: Acquisition of water rights	22,500

Budget requests, Department of the Interior, 1966 fiscal year—Utah—Continued

NATIONAL PARK SERVICE—continued

Glen Canyon recreation area	$572,950
Management and protection: Management of park and forestry and fire control	252,250
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	273,700
Construction and authorization: Acquisition of water rights	47,000
Hovenweep and Yucca House National Monument	29,600
Management and protection: Management of park	21,700
Maintenance and rehabilitation: Roads and trails, buildings, utilities, etc	7,900
Rainbow Bridge National Monument: Maintenance and rehabilitation: Roads and trails	300

BUREAU OF LAND MANAGEMENT

Management of lands and resources: Lease and disposal of lands and mineral resources, management of grazing lands, forestry, cadastral surveys, soil and moisture conservation, maintenance of physical facilities and access roads	3,383,700
Construction: Buildings, sanitation and protection facilities	122,000
Range improvement, public lands development, roads and trails	286,600
Total, Bureau of Land Management	3,792,300

BUREAU OF INDIAN AFFAIRS

Education and welfare services: Educational assistance, facilities, welfare and guidance, adult vocational training, etc	4,593,367
Resources management: Forest and rangelands, agriculture assistance, soil conservation, buildings repair and maintenance, etc	841,537
Construction: Irrigation systems, buildings, and utilities	273,000
Road construction and general administrative expenses	536,100
Total, Bureau of Indian Affairs	6,244,004

BUREAU OF OUTDOOR RECREATION

Land and water conservation	972,000
Total, Bureau of Outdoor Recreation	972,000

GEOLOGICAL SURVEY

Surveys, investigations, and research:	
Topographic, geologic, and mineral resource surveys and mapping	1,721,000
Water resources investigations	542,000
Soil, moisture, lands and mineral conservation	232,000
General administration	69,000
Total, geological survey	2,564,000

BUREAU OF MINES

Conservation and development of mineral resources:	
Metallurgy research	1,210,000
Minerals resource development	35,000
Health and safety: Inspections, investigations, rescue work, and coal fires control	246,000
Total, Bureau of Mines	1,491,000

Budget requests, Department of the Interior, 1966 fiscal year—Utah—Continued

BUREAU OF SPORT FISHERIES AND WILDLIFE

Management and investigations of resources: Fishery resources and research, predatory animals, wildlife research, conservation, and river basin studies	$700,750
Construction: Sport fish and wildlife facilities	95,000
Migratory bird conservation account: Acquisition of refuges and other areas	709,440
Total, Bureau of Sport Fisheries and Wildlife	1,505,190

DEPARTMENTAL OFFICES

Office of Coal Research	50,000
Office of the Solicitor	109,900
Office of Water Resources Research	107,000
Total, departmental offices	266,900

BUDGET REQUESTS, U.S. FOREST SERVICE, 1966 FISCAL YEAR—UTAH

National forest protection and management	$5,458,200
Water resource development related activities	326,500
Insect and disease control	664,000
Forest research	728,600
State and private forestry cooperation	93,800
Forest roads and trails	3,276,500
Land acquisition	30,000
Assistance to State for tree planting	400
Expenses, brush disposal	90,000
Payments to State from national forest fund, for roads and schools (counties in which such forests are located)	125,800
Restoration of forest lands and improvements	3,000
Land and water conservation fund	279,500
Total, U.S. Forest Service	11,076,300

ORANGEBURG NATIONAL FISH HATCHERY, ORANGEBURG, S.C.

STATEMENT OF HON. STROM THURMOND, A U.S. SENATOR FROM THE STATE OF SOUTH CAROLINA

Mr. Chairman and members of the subcommittee, I come before you today to request favorable consideration of an appropriation of $210,000 to the legislation appropriating funds for the operation of the Interior Department for fiscal year 1966. This request has the endorsement of the Interior Department. It is to cover costs for the first phase of the development program for the Orangeburg National Fish Hatchery at Orangeburg, S.C.

The title to this facility was conveyed to the United States under authority of the act of July 5, 1960 (74 Stat. 311). In the period from 1944 to 1960 the station was operated by the Federal Government under a cooperative agreement with the State of South Carolina and Orangeburg County.

Rearing facilities at the hatchery have been operated to supplement warm-water fish production for stocking waters in southern and western South Carolina and adjoining States as required. Facilities were never fully developed, consisting of obsolete and partially constructed

earthern ponds. There are no buildings on the property. The present requirements for warm-water fish for stocking purposes exceed the potential production of rearing facilities in the Orangeburg distribution area and the requirements increase each year. Full development of the Orangeburg County unit is needed to meet these requirements.

A good water supply is available at the Orangeburg County hatchery site, and the land topography is suitable for development of a modern warm-water fish hatchery. Full development of this unit will require replacement, redesign, and completion of existing earthen rearing ponds, construction of buildings, and installation of pipelines and facilities to obtain a self-contained, efficient fish hatchery.

The $210,000 for the first phase of this development program includes $130,000 for construction of earthen ponds with catch basins and outlet structures. The remaining $80,000 is to be spent on water supply and drainage lines.

The second phase of this program is funded by the Interior Department at a cost of $276,000 for a total estimated expenditure of $486,000.

Your careful consideration of an appropriation this year of $210,000 to finance the first phase of this development will be appreciated.

I might just say, Mr. Chairman, there is a good deal of interest in our State in this matter, and our senior Senator, who is ill at this time, has always supported this project. There is no opposition to it. The people are wholeheartedly in favor of it.

Chairman HAYDEN. Do you have a recommendation from the Fish and Wildlife Service?

Senator THURMOND. Yes, they recommend the appropriation of the funds which I am requesting.

RESEARCH AND DEVELOPMENT ACT FUNDING, PUBLIC LAW 88-309

STATEMENT OF HON. PHILIP A. HART, A U.S. SENATOR FROM THE STATE OF MICHIGAN

Chairman HAYDEN. Senator Hart.

Senator HART. Mr. Chairman, if I may file a statement, I should like to comment on just two of the elements in it.

Chairman HAYDEN. That may be done.

Senator HART. The first of the two specifics on which I hope we can receive favorable action from the subcommittee has to do with the Bureau of Commercial Fisheries: Research and Development Act funding under Public Law 88-309. The budget proposes a slash from $5.5 million down to $2 million. You are thoroughly familiar, as is Senator Bartlett, with the facts and studies that produced that Commercial Fisheries Research and Development Act of 1964.

I would like to comment on two sections. Section 4(a) provided for a distribution of $5 million across the country based on an acceptable

formula. That would be divided among all of the States, and the figure that the Budget Bureau now suggests is $2 million.

Michigan, under that formula if limited to $2 million, would get the sum of $11,500, and there is an awful lot of Great Lakes basin water to be covered by $11,500.

Section 4(b) of the act authorized an additional sum of $400,000 for each of the first 3 years of the act. To whom would that money go?

It would go to States where there is a commercial fishery failure "due to a resource disaster arising from natural or undetermined causes." That was the amendment I offered and at the time of the Senate debate, it was clear that we were talking about the disaster caused by the lamprey eel.

The Senate passed the bill and then a second disaster struck us, this botulism scare that struck us. The House responded to that need and the language became part of the authorization bill, and the $400,000 was actually funded from the 1965 appropriation.

That money was used basically to ease the effect of the second disaster, botulism. The initial disaster, to which we had been addressing ourselves on the Senate side and which produced 4(b), is yet to be met. Using the money for botulism is fine, but the problem which caused us to put in 4(b) has yet to be tackled seriously, and we hope very much that you will find it possible to restore the full $5 million for the overall application of the bill and the $400,000 for aid in this disaster.

Chairman HAYDEN. Did the use of the funds on the botulism problem result in improvement?

Senator HART. Yes, except for the psychological damage that has cost the fisheries business because people are still aware of this problem. There is no need to kid ourselves. Botulism and the elements that produced it are in the Great Lakes area, and there is still a very determined effort to move in further on it.

But the first wave of damage to the commercial fishermen was eased appreciably by the use of this $400,000, including removing stocks which were in effect condemned, and which were in the hands of the processers. Until those were removed, the commercial fishermen had no market.

FOREST ENGINEERING LABORATORY, HOUGHTON, MICH.

The second specific point that I should hope the Committee would view favorably relates to the Forest Engineering Laboratory at Houghton. You remember, Mr. Chairman, you were kind to include last year the appropriation of $28,000 for planning.

The plans are completed. The site has been made available by Michigan Technological University at no cost to the Government. Construction can be completed this season, I am told, if we appropriate $390,000, which is the sum required for the building.

(The prepared statement of Senator Hart follows:)

FOREST ENGINEERING LABORATORY, HOUGHTON, MICH. (U.S. DEPARTMENT OF AGRICULTURE, FOREST SERVICE)

Mr. Chairman, thank you for your courtesy in permitting me to appear before you today.

My first request is that you include in the Forest Service appropriation an item of $390,000 for a forest engineering laboratory at Houghton, Mich. My senior colleague, Senator McNamara, joins me in this request.

The interest your committee has shown during recent years in the strengthening of foresty research is well known and appreciated. In 1964 you recognized the importance of forest engineering research in the extensively forested Lake States region by providing $28,000 for planning of a Forest Engineering Laboratory at Houghton, on the campus of Michigan Technological University. I am pleased to report that the plans are now completed, including cost estimates. We are now ready to proceed with construction of this urgently needed facility, providing the necessary funds are appropriated this year.

This Laboratory is a key requirement for development of improved, more efficient timber harvesting systems in Michigan as well as in the adjoining timbered areas of the Northern Lake States. I know you understand the need for a more prosperous and growing forest industry in the North to help bolster industrial development and the regional economy.

Michigan alone has almost 20 million acres of forest land, much of which now supports second growth timber stands ready to be harvested. If this harvesting is to be done with maximum efficiency and with minimum harm to remaining trees, improved logging methods and equipment must be developed through engineering research. Furthermore, there are many forest areas in this region where conversion of forest cover from low-value timber, such as aspen, to high-quality stands, such as maple or birch, presents another engineering challenge. We need more new efficient ways, for example, to produce wood chips from roundwood in the forest and to transport them to mills at the lowest possible costs. New methods also are needed for removing undesirable forest cover and for planting and encouraging growth of more valuable timber. It is problems such as these that make forest engineering research and technological development essential for full development of the natural and human resources available in these northern forested regions.

We now have complete building plans as well as an excellent building site made available at no cost by the Michigan Technological University. We can proceed with construction immediately if funds are made available. I urge you to recognize the importance of this Laboratory for a section of the Midwest which has not yet shared in the Nation's overall economic well-being.

Implementation of Commercial Fisheries Research and Development Act of 1964 (Public Law 88-309)

The budget proposal for implementation of Public Law 309 has been slashed from the $5.5 million authorized to $2 million.

The Senator from Alaska, Mr. Bartlett, is well familiar with the facts of this situation, since he was the leader in securing passage of the bill last year. I supported him as strongly I knew how, because the research and development which could be fostered by this legislation are of critical importance to a seriously beset industry in my State.

The budget-proposed section 4(a) appropriation of $2 million would, under the formula set forth in the bill, provide Michigan with $11,500, a sum which would be humorous if the matter were not so serious.

The waters of the Great Lakes cover an area equal to all the national forests of the Nation. The Michigan waters are equal to all of Michigan's land area. These waters once were rich in products and are still rich in potential, but lack of research and lack of technological development, combined with a series of natural and manmade disasters—the sea lamprey, botulism, pollution, and low lake levels—have reduced the Great Lakes commercial fishing industry to the verge of bankruptcy.

Section 4(b) of Public 309, of which I was the sponsor, took cognizance of these exceptionally adverse conditions and authorized a sum of $400,000 for each of the first 3 years of the act for those States where "there is a commercial fishery failure due to a resource disaster arising from natural or undetermined causes." The legislative history is clear that this section 4(b) as it was reported by the Senate Commerce Committee and as it was passed by the Senate, was intended to apply to the disaster effects of the sea lamprey on the fish harvest of the Great Lakes. After the bill passed the Senate, botulism struck and we were then the "beneficiaries" of a second disaster. The House responded to the need and this language became a part of the authorizing bill. With your customary understanding actual funding of the $400,000 was include in the fiscal 1965 appropriation bill.

The money was promptly used to help ease the second disaster—the botulism damage. However, the original disaster condition to which we were addressing ourselves when the Senate passed section 4(b) is not only still with us but

actually worse. This is not to say that the lamprey eel has gotten further out of hand. The contrary is true, the eel is being beaten. But we are in the period between the disappearance of the eel and the reappearance of the trout or commercial use of other species.

The Michigan Conservation Department is anxious to help with these problems. If funds were made available to the State under 4(b), assistance could be offered to the fishermen—in cooperation with the excellent extension service of Michigan State University and the men in the Ann Arbor Regional Office of the Bureau of Commercial Fisheries—to increase our knowledge of the resource, to foster its scientific management, to improve marketing procedures, and to encourage leadership within the industry.

As an example of the help that could be expected from additional research, it is a known fact that the fish populations of the lakes fluctuate widely from year to year. With sufficient knowledge, it is anticipated that the scientist could predict a weak year in advance and prepare for it by supplemental stocking. More immediate however, will be help on gear, boats, preserving and processing, and marketing.

One should also note that the fish of these lakes are the same fish, whether caught for commercial purposes or for sport fishing. The potential for the latter in our inland lakes is of course enormous.

Certainly I do not want to be provincial in my approach, but I believe an objective look at Bureau of Commercial Fisheries funds will show that the lion's share is going to the seaboard fisheries and that adequate money has not been provided for our inland fisheries. Perhaps we have only ourselves to blame. But I am sure this committee would share my conviction that we cannot let this resource disintegrate.

Therefore I most urgently request that you approve the full $5 million for implementation of section 4(a) and the $400,000 for aid to resource disaster States provided under section 4(b).

Sylvania property in the Ottawa National Forest

There is in the budget a proposal from the Forest Service to spend the sum of $7,182,500 in the State of Michigan under the land and water conservation fund. The major portion of this money is for acquisition of the so-called Sylvania tract in the Ottawa National Forest in the Upper Peninsula. I wish to record my support for this proposal and my hope that the money will be made available promptly so that this magnificent area may be developed and managed for its full recreation and other resources.

Recreation funds

Under the Forest Service item "Recreation public use," there are insufficient funds to allow the scheduled development for recreation of lands already acquired and thus removed from the local tax roll. We have such an area in Michigan, the Porter-Mulder Recreation Area in the Huron-Manistee National Forest. Whereas $1.6 million are needed to prepare this area for recreation use, only about $40,000 will be available in the coming year under the budget proposal. I would urge you to expand this item so that development can be completed by 1967.

Research

Finally, I wish to say "Amen" to Senator Aiken's efforts to restore the maple sirup research funds. A number of my constituents have written me of the need for continuing this program, and I am glad to plead their cause.

In the nature of a progress report, I want to leave with you the pleasant fact that promising results have been coming to us from the Forest Disease Laboratory at Marquette which we owe to your foresight. Excessive animal damage in our northern hardwood forests threatens to eliminate some of our valuable species. I call this matter to your attention now, in the belief that we may need to come to you in the future for strengthening of the research program at this Laboratory.

Thank you very much, Mr. Chairman.

Senator HART. I have detailed in my statement why I think you were quite right in your initial action and why I think a delay of 12 months would not make sense. But if you will bear with me, Mr. Chairman, there are two experts in this field who are here, one Leland W. Hooker with the Institute of Wood Research of Michigan Tech,

and the other, Commissioner E. M. Laitala of the Michigan Conservation Commission. Mr. Hooker is also a member of the Michigan Conservation Commission. And they can more briefly and more precisely than I underscore the need.

HOUGHTON FOREST ENGINEERING RESEARCH LABORATORY

STATEMENT OF PROF. LELAND W. HOOKER, INSTITUTE OF WOOD RESEARCH, MICHIGAN TECHNOLOGICAL UNIVERSITY

Professor HOOKER. Mr. Chairman, members of the committee, my name is Leland W. Hooker. I am a registered professional forester in the State of Michigan and I am on the staff of the Institute of Wood Research at Michigan Technological University in Houghton, Mich. I appear before you to emphasize the need for the work of the Houghton Forest Engineering Research Laboratory and to convey to you the interest of Michigan Tech in the construction of facilities which will permit this vital work to go forward.

The forests of the Lake States and the Northeastern region of the United States are, and always will be, a major factor in the economy of those regions. Time does not permit me to recite the statistics which support that statement, but this information is readily available to you, I am sure. What may not be so readily available to you is information concerning the great need for the type of research work which will be done by the Houghton Forest Engineering Research Laboratory of the U.S. Forest Service established at Houghton, Mich.

For centuries the tools, methods, and instruments available for forest operations have been very crude. The rapid development of technology has touched forest management and timber harvesting only lightly. In times past this was not serious because there was a superabundance of wood, and cheap labor was readily available. Today, of course, this situation is vastly different. Our exploding population is increasing the demand for forest products and woods labor is scarce and high priced. If our forests are to continue to play their vital role in the economy, the application of modern technology must take place vigorously and immediately.

There is not time today to even list for you the many research projects which the Houghton Forest Engineering Research Laboratory will need to work on in the coming years, but these charts will serve to illustrate the kind of work that will be done. In chart I, we see the steps in a typical present-day logging operation. You will notice that at each step machine power has been substituted for muscle power to some degree but this is not sufficient to keep this industry competitive with other industries. In chart II we see a schematic illustration of a proposed harvesting system which will do the same job as the first operation we saw but will do it more efficiently and more economically. You will notice that in this second illustration are shown larger, more complex machines, but the most important thing on this whole chart is this word "system." It is the integration of modern, efficient machinery into an economical system which will enable us to continue to utilize our only renewable natural resource, the forest.

REQUIREMENT FOR APPLICATION OF ENGINEERING KNOWLEDGE TO FOREST OPERATIONS

To go from present methods to something like the proposed system requires much more than a few strokes of an artist's brush. It is the urgent mission of the Houghton Forest Engineering Research Laboratory to develop the means for applying engineering knowledge and principles to forest operations. This vital mission cannot be accomplished unless adequate facilities are provided.

CONSTRUCTION OF FACILITIES

Michigan Technological University has granted a long-term lease to the U.S. Forest Service for property on which to build the facilities for the Houghton Forest Engineering Research Laboratory. This map shows the location of a 5-acre building site adjacent to the site of a planned new university building to house the institute of wood research and the teaching department of forestry.

Together these buildings will form a unit which will facilitate the application of forestry and engineering research talents to regional problems. The lease also covers this 10-acre plot which will be used for equipment demonstration and storage.

The Houghton Forest Engineering Research Laboratory is already in existence and has begun to tackle its problems. It is housed in a temporary building provided by the university. This building is small, and provides no laboratory or shop space. No meaningful program of research can be undertaken until adequate facilities are provided. The need for the work of this laboratory is great. On behalf of Michigan Technological University, I urge you gentlemen to pursuade the Congress to provide the necessary construction funds in this session.

Thank you.

Senator HAYDEN. What is the period of those leases?

Professor HOOKER. I believe it is 99 years.

Senator HAYDEN. Thank you for your statement.

Senator HART. May Commissioner Laitala make a brief statement?

Chairman HAYDEN. We would be pleased to hear from him.

HOUGHTON FOREST ENGINEERING RESEARCH LABORATORY

STATEMENT OF E. M. LAITALA, MEMBER, MICHIGAN CONSERVATION COMMISSION

Mr. LAITALA. To the honorable members of the Senate Committee on Appropriations:

This is a plea in behalf of the people of a vast northern Great Lakes region for the building of a Federal Forest Engineering Research Laboratory on the campus of Michigan Technological University in Houghton, Mich.

The 81 northern counties of Michigan, Wisconsin, and Minnesota have a population of 1,600,000 people, with a working force of 560,000. In 15 of these counties, comprising the Upper Peninsula of Michigan, 8 percent of the workers are unemployed.

For many decades large numbers of these people have depended upon extractive industries, iron and copper, for their livelihoods. Whatever spurts may now occasionally occur in these industries, however, their futures in the region are, by nature limited.

As these industries close down, the human beings involved cannot relocate as easily as capital moves to other areas, or even to other countries. Neither are these people financially or technically capable of developing the means for a new economy. While willing and resourceful in their own realms, creative ingenuity must be provided to open new channels of employment for them.

NORTHERN GREAT LAKES REGION FOREST INDUSTRY POTENTIAL

The future industrial economy of the northern Great Lakes region is most logically forest products oriented. Under enlightened management and practices, forests in the region are just reemerging as a resource, following the unwitting cutting practices of three-quarters of a century ago.

In Michigan alone, the potential of these forests is indicated in the acreages they cover:

	Acres
State forests	3,776,000
Federal forests	2,567,000
Industrial and other	8,600,000
Farm woodlands	3,850,000
Total	18,793,000

These forests can now provide a continuing renewable source of raw material for a variety of wood-using industries.

DEVELOPMENT OF LOGGING TECHNIQUES AND EQUIPMENT REQUIREMENT

The preferences of today's workers, and competitive pressures, however, demand the development of logging techniques and equipment that will provide more desirable working conditions and effect more economical production.

I think we have to admit the modern-day lumberjack is not willing to go out and do the bull work that the oldtimers did, so we have to find these easier ways of accomplishing the same work and in many instances accomplishing it with less men, because there is not enough of the oldtime workers to go into the woods operation unless, of course, the operations are made more attractive as they can be.

An engineering research and development facility located in the heart of the northern hardwood forests could readily introduce dramatic improvements in logging practices that have remained virtually unchanged since the advent of the first crawler tractor. Hardly any other industry is in such need of modernization and "unconventional thinking."

The accomplishments of this forest engineering laboratory would have far-reaching effects in reestablishing employment opportunities, not only in the immediate production of timber, but in an accompanying development of wood-using industries in the region. Its greatest value, therefore, would be in its contribution to the econmoic security of the human beings who constitute our ultimate interest.

Chairman HAYDEN. What are the principal varieties of trees that are supplied as timber?

Mr. LAITALA. Hard maple, as Senator Aiken mentioned, with respect to his Vermont timber, and birch, mixed of course with hemlocks and other species. But the main product is from hardwoods.

Chairman HAYDEN. All these types of trees are harvested?

Mr. LAITALA. Yes, they are.

WICHITA WILDLIFE REFUGE

STATEMENT OF HON. FRED R. HARRIS, A U.S. SENATOR FROM THE STATE OF OKLAHOMA

Chairman HAYDEN. Senator Harris.

Senator HARRIS. I appreciate the opportunity to appear before you.

Because of its beautifully wooded hills, abundant clear streams and lakes, its herds of buffalo, elk, deer, and longhorn cattle, grazing on prairie lands as they existed before the coming of the white man, the Wichita Mountains Wildlife Refuge has become an outstanding attraction for tourists, naturalists, and seekers of recreation and relaxation from all over America.

With the annual visitation to this area now exceeding 1 million persons and with predicted increases up to 2 million visitors by 1975, the U.S. Department of Interior, recognizing the need for public use improvements, has devised the Wichita Mountains master plan for the rehabilitation of buildings, fences, campgrounds and roads, which are now more than 30 years old, and for the construction of new residences and public use and other facilities.

The development and rehabilitation proposed for this refuge, nestled in what is considered to be the oldest mountain range in the United States, will cost a total of $3,113,900 and will provide much-needed facilities to enable the continued use and benefits available to the general public.

Proclamations signed by Presidents William McKinley and Theodore Roosevelt reserved the area from homesteading and made it a forest reserve, and then a game preserve. Now managed as the Wichita Mountains Wildlife Refuge by the Department of the Interior's Fish and Wildlife Service, this area is the oldest managed unit in the system of national wildlife refuges.

The 59,020-acre refuge is dedicated to the preservation and management of big-game herds, and to providing the opportunity for public enjoyment of this natural area. Visitors throng to the lakes and campgrounds and use the extensive road network to observe wildlife in a natural setting.

Located also within the Wichita Mountains Wildlife Refuge is the world-renowned Easter sunrise service facility. This pageant utilizes a permanent physical plant occupying a 151-acre site made available under a long-term permit to the sponsoring nonprofit organization. The annual sunrise service, a pageant sponsored by local civic and church groups, attracts a crowd of 35,000 to 50,000 visitors each year.

Many people also visit the pageant site, which includes a very attractive chapel, at other times throughout the year. The pageant buildings and scenes harmonize well with their setting and constitute a further attraction for the tens of thousands of annual visitors to the Wildlife Refuge.

Establishment of a youth Job Corps training camp within the wildlife refuge has been announced. The existence of this camp will help with the work outlined in the master plan for improvement, but would not be able to assist with the heavier construction work which is of priority at this time.

Public Use Increasing Aspect of Rehabilitation Requirement

Dut to its natural beauty and its close proximity to metropolitan areas in both Oklahoma and Texas, public use is an increasing aspect of the overall requirements for rehabilitation of old, and construction of new facilities within this complex.

The refuge is located virtually on the outskirts of Lawton, Okla. Lawton, one of the fastest growing cities in Oklahoma, now boasts a population of nearly 80,000 people. Also, located at Lawton is the Fort Sill U.S. Army Artillery and Missile Center, where a large number of personnel are permanently housed.

With the recent completion of the Southwestern Turnpike, the refuge is less than 2 hours' drive from Oklahoma City, the State capital, with a population of approximately 324,253 and approximately 45 minutes from Wichita Falls, Tex., population 101,724, and Sheppard Air Force Base, population 5,890. The city of Altus, population 25,509, and Altus Air Force Base are only an hour's drive from the refuge to the northwest.

Other major metropolitan centers less than an hour away are Duncan, Okla., population 20,009, with the main offices of Halliburton Oil Co., Chickasha with the Oklahoma College for Women, population 14,866, and Anadarko, population 6,229, home of the International Indian Exposition.

The refuge, with its easy accessibility from any one of these metropolitan areas, reached a peak visitation of over 1 million people in the past year. This influx sometimes reaches as many as 20,000 visitors per day and completely overruns the inadequate facilities which were constructed during the 1930 WPA and CCC days.

The present permanent staff of 16 employees, although very dedicated, find it almost impossible to maintain the 59,000 acres for wildlife, and at the same time maintain public use facilities for the tens of thousands of visitors annually.

Priorities

Renovation and Reconstruction of Scenic Highway

The Fish and Wildlife Service feels at this time that the most drastically needed proposal in their master plan is the renovation and reconstruction along the scenic highway, which winds through the refuge from the Cache gate to the Medicine Park gate. This work would include relocation of the road in two areas where serious traffic hazards now exist, and would amount to a cost of $350,000.

I have personally traveled this highway when traffic was bumper to bumper, and when camping, picnic, and observation facilities were filled to capacity. We have in this refuge a great natural resource through which families are afforded the opportunity of enjoying the beauty of nature, and yet, through the existence of outdated roads, we hamper its public usefulness. I, therefore, urge the committee to include in the budget the $350,000 needed to correct part of the existing inadequacy.

REHABILITATION OF LAKESHORES IN PUBLIC USE AREAS

The second area of priority for the provision of adequate facilities in the Wichita Mountains Wildlife Refuge is the rehabilitation of lakeshores in public use areas. Located within the refuge are some 31 fresh water lakes, ranging in size up to 472 acres.

These clear water lakes have various uses from swimming and boating to fishing and camping. However, due to a lack of adequate staff and equipment, the public use of these lakes has been severely hampered through the uncontrolled growth of aquatic vegetation, shoreline brushes and weeds, and increased siltation.

With funds in the amount of $112,000 to provide increased staff and needed equipment, the full advantage of these lakes could once again be realized by the recreation seekers.

IMPROVEMENT AND PAVEMENT OF RECREATIONAL AREA ROADS

The third stage of importance at this time entails the improving and paving of recreational area roads. Many of the roads within the refuge are narrow, gravel trails and make access to camping and picnicking areas hazardous and inconvenient for the thousands of visitors.

Markers are needed to direct visitors to various points of interest, as well as to provide historical data about the refuge and the surrounding area. This needed improvement would cost only $54,600 and would provide an adequate network of interconnecting roads throughout the public use area, properly marked.

REPLACEMENT AND RELOCATION OF GOVERNMENT-OWNED ELECTRICAL FACILITIES

In order to add to the overall beautification of the refuge area and to provide more adequate service for employees and the general public, the master plan calls for the replacement and relocation of Government-owned electrical facilities between the headquarters complex and the facilities provided for mass public use on Quanah Parker Lake.

This improvement in service would cost only $10,500 and would contribute greatly to the beautification of these two areas, as well as toward making the lake area more practical for nighttime use by groups from surrounding cities. In 1964, a total of 181 groups used the facilities at Quanah Parker Lake for a total of 311 days.

Thus gentlemen, we are concerned here this year with a total expenditure of only $527,400, the first step in providing funds for the much-needed improvements.

Mr. Chairman and members of the committee, I ask you to make available in the fiscal year 1966 appropriations the sum of $527,400

in order to relieve the creeping deterioration which now threatens the Wichita Mountain Wildlife Refuge and to enhance the usability of this beautiful area.

Your consideration of this request is certainly appreciated.

Thank you.

Chairman HAYDEN. Are there budget estimates to cover your recommendations?

Senator HARRIS. They were originally asked for and recommended by the Department of the Interior. They are not in the budget as filed with us by the administration.

Chairman HAYDEN. Thank you very much.

Senator HARRIS. Thank you, Mr. Chairman.

(The following letter from Senator Monroney relative to the Wichita Mountain Wildlife Refuge was subsequently received:)

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 11, 1965.

HON. CARL HAYDEN,
Chairman, Interior Appropriations Subcommittee,
Appropriations Committee,
U.S. Senate, Washington, D.C.

DEAR CARL: You will recall that last year we sought an appropriation to initiate a 6-year plan of improvement at the Wichita Mountain Wildlife Refuge. Our efforts at that time were unsuccessful. Everything that appeared to be of an emergency nature last year is more so this year, and I sincerely hope that your committee can see fit to provide funds to start improvements in one of the Nation's outstanding wildlife refuges.

My colleague, Senator Harris, has been before your committee. Since he is a resident of the immediate area, I am sure he was able to give you firsthand testimony relative to the need for appropriations in this year's budget. No doubt he told you that a sum of $235,000 is desperately needed in connection with the road system. The roads in the refuge are wholly inadequate and are dangerous to those traveling on them.

The second item requiring attention is rehabilitating the 20 small reservoirs in the area, cleaning aquatic plants from the lakes, and making the shorelines accessible to the public.

There are many other items needed, but these two should be taken care of without further delay. Your committee has in its files the master plan for the Wichita Mountain Wildlife Refuge, and these items are in conformity with that plan.

Sincerely,

A. S. MIKE MONRONEY.

FOREST PRODUCTS LABORATORY, MADISON, WIS.

STATEMENT OF HON. GAYLORD NELSON, A U.S. SENATOR FROM THE STATE OF WISCONSIN

Senator HAYDEN. Senator Nelson.

Senator NELSON. Mr. Chairman, I am appearing on behalf of an appropriation for the Forest Products Laboratory at Madison, Wis. I have a prepared statement here, and if it is satisfactory with the chairman, I would make some brief summary.

Chairman HAYDEN. The statement will be included in full in the record.

Senator NELSON. I will only read about 1½ pages. Mr. Chairman, this is an appropriation for architectural planning moneys for a re-

modeling of the Forest Products Laboratory building that was built in 1932.

The 10-year plan for the expansion of this laboratory has been approved. Congress has started the appropriations. It is underway. There isn't any question that the appropriation for the remodeling will be made. The question is whether it will be made this year or next.

As they move out of the old building built in 1932 and move into the new building and change the purpose of the old building, it has to be remodeled. If the architectural moneys are not included in the budget, the people who run the Laboratory advise me that there is going to be a delay in the proper use of the old 1932 building which has six floors. So this request is simply for the appropriation this year of $190,000 so that the plans can be drafted for the remodeling so that the building will be ready for use on time.

In 1964, the Secretary of Agriculture sent to Congress a comprehensive national forest research program, which had been approved by the Bureau of the Budget. This comprehensive plan outlined steps by which the Nation's production of wood and related tree products could be doubled by the year 2000, to meet the needs of our rapidly growing population. It proposed a nine-point program for expanded research at the Forest Products Laboratory, citing President Johnson's directive to—

> accelerate forest research to find new methods of wood utilization, better timber management techniques, improved fire protection, and more effective use of forest ranges.

To reach the goals set in this 10-year program, plans were developed to double the scientific research staff of the Forest Products Laboratory by 1972. This plan has been carefully designed to bring about an orderly expansion of the Laboratory and the prompt utilization of valuable space.

In 1963, Congress approved the first step in the expansion program by appropriating $200,000 to design a new wing on the crowded, obsolete building built in 1932. Last year, the Congress appropriated $3,800,000 in construction funds. The work will start this spring.

The next step, phase II in this carefully developed 10-year program, is a major remodeling job on the original building from which huge machines and heavy equipment have been removed and which will now be converted to completely different purposes.

That is why it is crucial that the $190,000 be included in this year's budget. It was recommended to be included in this fiscal year by the Agricultural Department.

Thank you, Mr. Chairman.

Senator PROXMIRE. Mr. Chairman, I want to go on record as enthusiastically supporting my colleague, Senator Nelson, in his excellent statement urging this subcommittee to appropriate funds for the renovation of the Madison Forest Products Laboratory's present research facilities. As the Forest Service indicated in testimony before this subcommittee, it took 2 years for the architects to complete the design for the new building, now under construction. Consequently it is necessary to begin renovation planning now for the present structure, which will be vacated in 2 years, if it is to be efficiently utilized at the earliest possible date.

I also want to commend Senator Hart for his testimony before the subcommittee today emphasizing the need for strong measures to revitalize a crumbling Great Lakes fishing industry. Here again I want to indicate my support for speedy action. I have received a number of telegrams from members of the Midwest Federated Fisheries Council urging additional funds for accelerated fisheries research and development in the Great Lakes area. I intend to insert in the hearing record a statement submitted to me by the president of the fisheries council outlining the problem and proposing appropriation of funds to meet the disastrous Great Lakes situation. Senator Hart indicated the necessity for using funds authorized under section 4(b) of Public Law 88–309, the Commercial Fisheries Research and Development Act of 1964, because of losses due to sea lamprey depredation. Earlier during these hearings through subcommittee staff I questioned the Bureau of Commercial Fisheries on this point. I am sure that the subcommittee will carefully consider these possibilities during consideration of the Interior and related agencies appropriation bill in executive session.

(The prepared statement of Senator Nelson follows:)

I am appearing before you to request that $190,000 be added to the budget of the U.S. Forest Products Laboratory at Madison, Wis., so that our Nation can receive the full benefit of the expanded research program already approved for this unique institution.

There are few instances in which such a modest amount of money is of such importance.

It will have an effect on the success of the Appalachian program, passed by this Congress and signed into law yesterday by President Johnson. It will affect our plans to develop similar programs for other depressed regions such as the Upper Great Lakes area, parts of the rural south and western mountain regions.

This $190,000 involves one key step in a long-range, carefully planned program.

In 1964, the Secretary of Agriculture sent to Congress a comprehensive national forestry research program, which had been approved by the Bureau of the Budget. This comprehensive plan outlined steps by which the Nation's production of wood and related tree products could be doubled by the year 2000, to meet the needs of our rapidly growing population. It proposed a nine-point program for expanded research at the Forest Products Laboratory, citing President Johnson's directive to "accelerate forest research to find new methods of wood utilization, better timber management techniques, improved fire protection, and more effective use of forest ranges."

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In 1963, Congress approved the first step in the expansion program by appropriating $200,000 to design a new wing on the crowded, obsolete building built in 1932. Last year, the Congress appropriated $3,800,000 in construction funds. The work will start this spring.

The next step—phase II in this carefully developed, 10-year program—is a major remodeling job on the original building from which huge machines and heavy equipment have been removed and which will now be converted to completely different purposes.

It is crucial that $190,000 be made available this year for the architectural designing and planning of this major remodeling, so that the actual remodeling may begin as soon as the building is vacated early in 1967. The third phase of the expansion program. which will follow the remodeling, includes construction of another major new wing for the division of solid wood products.

We are committted to this program. It is part of an important long-range plan.

The plan has been approved. The program is underway. The executive branch and the Congress have taken all the necessary steps to demonstrate a commitment to the program. Therefore, we should not hesitate to do it now, when we will get the full benefit from this modest appropriation by making certain that the expansion program will proceed smoothly, efficiently and right on schedule.

It would not be a sound business practice to allow even a part of this Laboratory to stand idle.

To point up the urgency of this request, I want to emphasize the significance of the Forest Products Laboratory and the crucial role it is playing in many of the things the President and the Congress are treating as top priorities today.

For instance, the Laboratory will play a major role in the Appalachian program. The Senate Public Works Committee report cites "the inadequacy of research in wood technology and encourages more vigorous efforts in this field by both private and Government agencies."

The report says: "Specifically, the facilities of the U.S. Forest Products Laboratory at Madison, Wis., might be more fully directed toward solving problems related to Appalachian hardwoods."

We have other "Appalachias" too, and the Laboratory will help to solve their problems. Much of our hope to rehabilitate the cutover region of the Upper Great Lakes States centers in forest products research. Right now the Forest Products Laboratory is striving to find profitable structural uses for our vast supplies of aspen. It is conducting the strength tests which are so vital, and is providing the expert advice which may lead to the establishment of an aspen plywood mill in our Upper Great Lakes region.

In the South, the Forest Products Laboratory's research led to the founding of the southern pine plywood industry.

Timber products industries generate more than $25 billion of our gross national product and employ more than 3½ million people. By 1972, the annual timber harvest from Federal lands alone will be worth $200 million.

It should be obvious that this industry will play a vital role in the war on poverty, and in our fight against regional recessions, because some of our worst poverty and our deepest depressions are in areas of vast undeveloped timber resources. And research holds the key to their profitable development.

The Laboratory's scientific breakthroughs in the past are well known to you. It is providing the one expert hand available to an industry which has had serious economic troubles and which is so fragmented that it cannot do its own research.

I want to emphasize that we do not seek a handout for Madison, Wis., the site of this Laboratory. Madison is not that kind of community. When the Defense Department announced that Truax Air Force Base at Madison was to be phased out, at a loss to Madison's economy of some $3 million a year, the Madison City Council adopted a resolution congratulating the Air Force for the service it had performed and extended a welcome if it should ever return.

The city of Madison and the State of Wisconsin believe in spending our tax dollars in the most fruitful manner. That is why we believe so strongly in the Forest Products Laboratory, a unique Government installation which works hand in hand with free enterprise and offers hope for a brighter economic future to some of the most troubled areas of our Nation.

ADDITIONAL FUNDS FOR SOIL AND WATERSHED TREATMENT

STATEMENT OF HON. LEE METCALF, A U.S. SENATOR FROM THE STATE OF MONTANA

Chairman HAYDEN. Senator Metcalf.

Senator METCALF. Thank you, Mr. Chairman.

It is always a great pleasure to appear before the chairman of this great committee to talk about the development of the resources of the West.

Mr. Chairman, I welcome this opportunity to discuss the 1966 budget proposals for the Department of the Interior and related agencies including the Forest Service. A number of items will assist in the development of our natural resources and bring immediate economic benefits. Adequate safeguards for future needs will be realized through sound conservation practices that can be established or continued under proposals in the budget. Dividends received will more than justify the investments.

In general, I support the budget request for programs important to Montana. In addition, there are several areas where increased investment would be in the national interest.

The latter include:

The budget for the Bureau of Land Management should be increased to restore vital watersheds, left to erode for too long. Addition of $6 million to the BLM budget for soil and watershed treatment would permit work on one-half million more acres each year.

Forest Service Fire Research Laboratories

The increase for Forest Service fire research laboratories falls far short of the amount needed. The laboratory at Missoula alone needs an increase of $400,000, an amount which would be returned many times over in the forests saved. I recommend an addition to the Forest Service budget of $900,000 for increased forest fire research.

Construction of Laboratory at Missoula, Mont.

Research on growth, management, and utilization of western larch and Englemann spruce forests is needed along with work on management of associated wildlife habitat. Planning funds for such a laboratory at Missoula were provided in fiscal year 1964 and the design and specifications are available now. Only funding for construction is required to complete the project. Cost has been estimated at $425,000. The University of Montana has offered an oncampus site where library support and assistance from scientists in related fields will strengthen the program.

Funds for Restoration of Wildlife Benefits and Flood Control

Montana suffered a devastating flood last year that destroyed large areas of fish habitat. We are faced with a potentially similar situation this year. Restoration work should be undertaken as soon as possible both for the wildlife benefits and for the aid in flood control that would be provided. Total cost for such a program would be $1,091,500.

Watershed Restoration

For some time, I have been deeply concerned about the continued erosion of the 180 million acres of western public land administered by the Interior Department's Bureau of Land Management.

Today more than 6 million acres of frail watershed lands in 10 great Western States are in critical condition, their beauty gone, their downstream contribution silt, mud, and debris. Another 44 million acres are in poor condition and moving down toward the critical list, the vigorous water-holding vegetation replaced by weeds with gullies wid-

ening and watershed values decreasing. An additional 125 million acres continue to deteriorate.

The public lands blanket 55 percent of the land area of the West, often at higher elevations—the top of the watersheds. Seven public lands States were among the top 10 States in our Nation in gains in population between 1950 and 1960. It is estimated that our population will be 350 million by the end of the century compared with 194 million today. The projected increase for the public land States will be about 140 percent compared to the expected national increase of 84 percent.

Nationally, our water needs in 1980 are expected to be 60 percent greater than in 1960. But in the semiarid West, where most of the public lands are located, the relative increase in demand for water will be much greater than in the Nation as a whole.

Except for the Pacific Northwest, the prospective withdrawals of water for the year 2000 already exceed the maximum dependable flow. Whether we will have water tomorrow will depend on the care we give vital watersheds today.

The proposed watershed investment in all these lands is about $13 million for fiscal 1966, or a little over 6 cents an acre, or the price of a small bag of peanuts for every person in this growing Nation with a growing water problem.

This is in sharp contrast to their watershed and other values and to the income they produce. The forage on public lands not only sustains domestic livestock but also wildlife, which also is the subject of increasing pressure. Where there were 15 million hunters in 1960, there are expected to be 23 million by 1980.

During the coming year, it is proposed that we appropriate a total of $51 million to administer and care for these public lands, which will return an income of some $470 million, or more than nine times our investment. As a prudent landlord, Uncle Sam must start reinvesting at least a little more of the profits in his business.

So I seek your support for appropriation of an additional $6 million for needed soil and conservation work on those western public lands which have the greatest need for what President Johnson called a "new conservation—creative conservation of restoration and innovation."

The funds could be apportioned to each district and State for soil treatment, watershed stabilization, and vegetation restoration. I am told that this sum would increase by 500,000 acres a year the watershed land that could be restored. At this rate the job would take 100 years, but it would be a step forward.

Western Colleagues Join in Recommendation

Mr. Chairman, on February 19 I informed my colleagues from the West that I planned to appear before you on this vital matter. Twelve of them asked me to associate them with my point today, that it is time we started spending more than peanuts on vital western watersheds. They are Senators Anderson, of New Mexico; Bennett and Moss, of Utah; Burdick, of North Dakota; Cannon, of Nevada; Church, of Idaho; Jackson, of Washington; McGee, of Wyoming; McGovern, of South Dakota; Mansfield, of Montana; Morse and Neuberger, of Oregon.

Chairman Hayden. I would like to add my name to that.

Senator METCALF. I would certainly welcome the chairman of the appropriations committee not only for his name, but with his vast influence to help stop this erosion on our watersheds.

Mr. Chairman, the record is full of successful watershed restoration which justifies further investment, and starting on page 4 of my statement, I have listed some additional information which I should like to have included in the record.

Chairman HAYDEN. Without objection, it will be included in the record.

Thank you for your very able and interesting statement.

(The prepared statement of Senator Metcalf follows:)

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The latter include:

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This is in sharp contrast to their watershed and other values and to the income they produce. The forage on public lands not only sustains domestic livestock but also wildlife, which also is the subject of increasing pressure. Where there were 15 million hunters in 1960, there are expected to be 23 million by 1980.

During the coming year, it is proposed that we appropriate a total of $51 million to administer and care for these public lands—which will return an income of some $470 million, or more than nine times our investment. As a prudent landlord, Uncle Sam must start reinvesting at least a little more of the profits in his business.

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Mr. Chairman, on February 19, I informed my colleagues from the West that I planned to appear before you on this vital matter. Twelve of them asked me to associate them with my point today—that it is time we started spending more than peanuts on vital western watersheds. They are Senators Anderson, of New Mexico; Bennett and Moss, of Utah; Burdick, of North Dakota; Cannon, of Nevada; Church, of Idaho; Jackson, of Washington; McGee, of Wyoming; McGovern, of South Dakota; Mansfield, of Montana; Morse and Neuberger, of Oregon.

Mr. Chairman, the record is full of successful watershed restoration which justifies further investment. It includes:

1. The construction of water control structures has reduced soil loss from the Willow Creek drainage in Valley County, Mont. to an inconsequential level. Flooding routing through detention dams, diversion, and water-spreading systems in conjunction with improved grazing management have minimized soil loss. Primary function of detention and retarding structures is to reduce water velocity to zero, allow sediment to deposit, then release flows at a controlled rate over a predetermined time period. Control was accomplished through the application of a combination of practices. A balance of land treatment on the upper watershed complements water control structures on the main channel and thus creates an interrelationship which permits maximum protection to the total area. Prior to treatment, watershed conditions resulted in periodic flooding, valley land destruction, and downstream damage. Through a dual program of revegetation on approximately 6,000 acres of public land irrigated by water-spreading dikes, improved grazing management and the construction of 69 water control detention structures, complete control has been possible. Forage production, a by-product of this program, has increased 100 percent on the water-spreading sites. As a result of this work, serious erosion, flooding, and downstream damage was prevented, when on July 14 and 15, 1962, the area received a severe storm of 100 year intensity.

2. The sediment yield in the Fifteen-Mile drainage in Washaki County, Wyo., has been reduced from 122 tons per acre-foot in 1952, to 60 tons per acre-foot in 1962, as a result of watershed development and improved grazing management.

3. Areas in southern and central California have acute water supply problems. Most of California's water comes from brush-covered wildland areas, much of which is under BLM jurisdiction. In keeping with carefully worked out experiments at the San Dimas Experimental Forest, maintained by the Forest Service

and California Division of Forestry, the BLM has initiated a brush-to-grass conversion program. Significant increases in water yield ranging from 0.6 to 0.8 acre-feet of streamflow per acre of brush conversion have been noted. In addition no increase in storm discharge or erosion has been detected. Increased water yields essentially are produced because grass plants utilize less water than the brush species. Grassed areas provide for wildlife a new habitat that is not found in dense brush. In areas suitable for grazing, new range for livestock is developed.

4. Disastrous fires of August 3, 1959, burned approximately 10,000 acres within the watershed directly above Boise, Idaho. The BLM administered 2,600 acres of public land within the fire area. Very serious floods occurred in Boise on August 20, September 22, and September 26, 1959. Rehabilitation work was initiated on the public land on September 24. This consisted of contour trenching, furrowing, reseeding, and protective fencing. Even though the cost of treatment totaled $26.69 per acre the investment has been repaid because serious floods have been averted and property protected within the city of Boise.

5. Within the Rio Puerco tributary basin of the Rio Grande River in New Mexico are approximately 1 million acres of BLM-administered public lands. Since 1885 this tributary has contributed between 600,000 and 800,000 acre-feet of topsoil into the main channel. Even now this tributary yields only 5 percent of the measured water above Elephant Butte Storage Reservoir while producing one-half of the measured sediment. The Bureau of Land Management has treated selected soil types within the area with a soil ripper. A recent research evaluation of this practice indicates that surface runoff has been reduced 97 percent the first year following treatment. This is significant and constitutes a modification of environment since about one-half of the annual precipitation ran from the area prior to treatment.

Recently, C. R. Gutermuth, vice president of the Wildlife Management Institute, clearly analyzed this public administration problem at the 18th Annual Convention of the American Society of Range Management. Mr. Gutermuth stated the Bureau of Land Management "has been hampered by congressional indifference and by the unfortunate, but pervading philosophy, that it is the repository of the Nation's residual lands. Paying to manage wastelands is the last thing anyone wants; consequently, the immense resource values of the public domain persistently have been understated." Mr. Gutermuth went on to say that user interests have been effective in stopping appropriations for essential land rehabilitation programs and in preventing much-needed staff expansion.

The proposed budget increase for fiscal year 1966 of $25,000 for the BLM's watershed program is a step in the right direction, but it falls dreadfully short of what is needed for the job we are facing.

Mr. Chairman, I hope your committee will consider correcting this inadequacy by increasing the investment for watershed conservation on the public lands by $6 million to a total investment of $19 million. BLM Director Charles Stoddard has provided additional information in response to a request from me. I ask that our correspondence be included in the record.

DEPARTMENT OF THE INTERIOR,
BUREAU OF LAND MANAGEMENT,
Washington, D.C., February 26, 1965.

Hon. LEE METCALF,
U.S. Senate,
Washington, D.C.

DEAR SENATOR METCALF: The following information is submitted in response to your letter of February 23 in regard to lands administered by the Bureau of Land Management.

Our answer to your request for an identification of the approximate number of acres in each of three categories is provided as an enclosure.

The following are examples of types of soil and water conservation work needed to stabilize these areas together with average unit costs for installation of these practices.

Practice	Unit	Average cost per unit
Brush control (spraying)	Acre	$3.50
Contour trenching	do	35.00
Contour furrowing	do	10.00
Deep tillage	do	6.00
Fencing	Mile	800.00
Seeding (including seed and preparation)	Acre	11.00
Weed control	do	4.00
Detention dams	Yard	.60
	Each	15,000–20,000
Check dams (without pipe)	do	550.00
Dikes and diversions	Yard	.35
Reservoirs (stockwater)	Each	550.00
Spring developments	do	275.00
Wells	do	4,000.00
Pipelines	Mile	700.00
Cattle guards	Each	550.00

The Bureau of Land Management could commence a watershed protection and rehabilitation program during fiscal year 1966 on an additional 500,000 acres of public lands, provided sufficient funds were allowed by Congress and provided adequate manpower were authorized. This program would cost approximately $5,500,000 per year.

Benefits to be derived from such a program would include:

1. Measures could be initiated to permanently control and prevent soil erosion by natural forces of wind and water on frail lands.

2. The protection, maintenance, and improvement of renewable surface resources within watersheds, for management under the principles of sustained yield and multiple use.

3. Enhancement of on-site resource use values including domestic livestock grazing, fish and wildlife development and utilization, industrial development, mineral production, occupancy, outdoor recreation, timber production, and wilderness preservation.

4. Enhancement of off-site values including regulation of streamflow and restoration of underground water supplies, control of floods, prevention of impairment to reservoirs, maintenance of navigability of rivers and harbors, protection of public health, and stabilization of local economics.

To conduct a rehabilitation program on the frail lands beginning in fiscal year 1966 and continuing for 5 years will require 157 additional man-years. These frail lands and their treatment require complex and detailed planning, special and intensive management, detailed engineering design and supervision of various water control structures, and the personnel involved in such a program must receive specific training to conduct such a program. These frail lands involve a delicate ecological balance, with inadequate vegetative cover, highly erosive soils, severe climatic conditions, and generally are characterized by a land form which is most difficult to treat.

With regard to the addition of funds for this purpose, you are advised that no amendment to the appropriation language would be necessary. If the Senate Appropriations Committee should decide to provide additional funds, the amount for this purpose should be included in the total recommended for the appropriation "Management of lands and resources" and a statement placed in the report as follows: "An additional amount of $———— is provided for soil and watershed conservation to halt deterioration of rapidly eroding public lands."

Sincerely yours,

CHARLES H. STODDARD, *Director.*

Summary of erosion control needs—Bureau of Land Management

[Data compiled Feb. 25, 1965, for Senator Metcalf]

State and district	Frail lands (by district and State)	Lands continuing to deteriorate [1]	Lands susceptible to erosion in need of protective conservation measures
	Acres	*Acres*	*Acres*
Arizona:			
Arizona strip No. 1	52,700		
Phoenix Nos. 2, 3, and 8	87,000		
Stafford	214,200		
State total	353,900	1,550,500	11,037,800
California:			
Bakersfield			
Redding			
Riverside	518,400		
Sacramento	29,900		
Susanville	3,800		
Ukiah			
State total	552,100	378,800	3,192,400
Colorado:			
Craig	299,000		
Denver			
Canon City	42,900		
Durango			
Grand Junction	177,200		
Montrose	74,000		
State total	593,100	996,800	6,769,700
Idaho:			
Boise	61,800		
Burley			
Coeur d'Alene			
Idaho Falls			
Salmon	37,100		
Shoshone			
State total	98,900	1,388,500	9,208,100
Montana:			
Billings	40,000		
Dillon			
Lewistown Cascade	75,500		
Malta	405,100		
Miles City	162,300		
Missoula			
State total	682,900	1,574,500	3,924,600
Nevada:			
Battle Mountain			
Carson City	132,000		
Elko	32,800		
Ely	54,200		
Las Vegas	747,000		
Winnemucca	20,000		
State total	986,000	3,313,600	36,416,200
New Mexico:			
Albuquerque	184,900		
Farmington	396,300		
Las Cruces	6,800		
Roswell			
Socorro	54,700		
State total	642,700	1,160,100	10,930,700

See footnote at end of table, p. 1763.

Summary of erosion control needs—Bureau of Land Management—Continued

[Data compiled Feb. 25, 1965, for Senator Metcalf]

State and district	Frail lands (by district and State)	Lands continuing to deteriorate [1]	Lands susceptible to erosion in need of protective conservation measures
	Acres	*Acres*	*Acres*
Oregon:			
Baker			
Burns	20,000		
Coos Bay			
Eugene			
Lakeview			
Medford			
Prineville			
Roseburg			
Salem			
Vale	265,000		
State total	285,000	3,231,800	11,060,800
Utah:			
Brigham City			
Cedar City	18,500		
Fillmore			
Kanab	300,700		
Monticello	516,000		
Murray			
Price	365,400		
Richfield	222,100		
Vernal	180,900		
State total	1,603,600	4,583,100	20,481,400
Wyoming:			
Casper	78,200		
Lander	9,600		
Pinedale	75,000		
Rawlins	38,000		
Rock Springs	29,600		
Worland	259,800		
State total	490,200	2,248,400	11,871,700
Grand total	6,288,400	20,426,100	124,893,400

[1] Time did not permit consolidation of this information by districts.

NOTE.—The above tabulation (col. 1) of frail lands represents a preliminary listing subject to modification with completion of more detailed surveys.

The 2d column lists lands continuing to deteriorate and includes most but not necessarily all of the frail lands.

The 3d column includes land in fair, poor, and bad condition which is susceptible to erosion because of needed conservation measures. The most serious problem involves land in poor or worse condition consisting of approximately 44,000,000 acres plus the frail lands which totals approximately 50,000,000 acres of public domain land in critical need of conservation treatment.

The 3 columns each represent distinct and separate categories and, therefore, cannot be added together to give a meaningful sum.

FOREST FIRE LABORATORY, MISSOULA, MONT.

In September 1960 I had the pleasure of taking part in the dedication of the Northern Forest Fire Laboratory of the Forest Service at Missoula, Mont. Since that time I have watched with interest as the laboratory assembled a small staff of scientists and began research on some of the high-priority problems for the protection of America's forest resources.

Let me summarize briefly some of the accomplishments stemming from this fire research laboratory:

Foresters tell me that one of the major problems in fire control always has been the development of methods for quick and accurate detection of fires and for continuous reconnaissance of them so that firefighting may be carried out safely and efficiently. Project Fire Scan, one of the research projects at the Missoula Fire Laboratory, is developing a revolutionary new system for the detection and mapping of fires. This research is demonstrating that an electronic heat-sensing device, known as an infrared scanner, can detect very small fires in the forests. Furthermore, the infrared scanner, carried in a high-flying airplane, can penetrate smoke or darkness to produce clear maps showing the perimeter, hot spots, and other details of a forest fire. With the cooperation of the Department of Defense, the Missoula fire research staff has equipped an airplane to serve as a flying laboratory in the development of these new techniques. Electronic fire reconnaissance is truly a sensational new development in forest fire control. I believe that it is very important for the necessary fire research funds to be made available so that this new method can be fully developed as a fire control system for use throughout the United States.

In the past, this committee has heard testimony about Project Skyfire, the research program at Missoula aimed at developing better methods for controlling the thousands of damaging lightning fires which occur annually in western forests. Project Skyfire is carrying on experiments which can have a far-reaching effect on fire prevention and control. The project is developing methods for the tracking of lightning storms by radar. They are measuring lightning discharges with a network of electronic instruments and may be on the threshold of identifying the particular type of lightning strike which starts fires. Perhaps most significant are the results of the Project Skyfire lightning prevention experiments which show a 38-percent reduction in cloud-to-ground lightning strikes from clouds seeded by airborne silver iodide generators. All of these promising research results show the importance of pursuing the work more aggressively.

At the Northern Forest Fire Laboratory are two wind tunnels where research scientists can control not only wind speeds, but also temperature and humidity. They can duplicate the fire weather situations that occur in the forests. These unique wind tunnels are the scene for some of the most important forest fire experiments ever performed in this country. From small-scale fires burned in typical forest fuels in the wind tunnels, the research scientists are learning how fires spread under various conditions. They are learning how chemicals, of the type that may be dropped from aircraft, affect these fires and which chemicals are most efficient. Strengthening this type of research is sure to bring us closer to the time when devastating fires will be less of a threat to forests throughout the United States.

When the Congress appropriated funds to build the Northern Forest Fire Laboratory at Missoula, it did so in the belief that this would be a worthwhile investment in the protection of natural resources. I believe results already achieved show that we made a good investment. The need now is to provide the necessary funds for fire research so that the Missoula Fire Laboratory, as well as fire research programs at other laboratories of the Forest Service, can more fully achieve their great potential.

The fiscal year 1966 budget calls for an increase of $350,000 in fire research to be distributed to the various fire laboratories of the Forest Service. This increase falls far short of the amount needed. The laboratory at Missoula alone needs an increase of $400,000, an amount which would be returned many times over in the forests saved. With the benefits in mind that will come from fire research programs, I recommend an addition to the Forest Service budget of $900,000 to bring the total increase for forest fire research up to $1,250,000 for fiscal year 1966. This investment would not only step up the critically needed research, it would also provide for more rapid application of research results by Federal, State, and private forest land owners and protection agencies.

FORESTRY SCIENCES LABORATORY, MISSOULA, MONT.

A laboratory estimated to cost $425,000 is needed at Missoula to provide facilities for research on growth, management, and utilization of western larch and Englemann spruce forests. Work on management of associated wildlife habitat would be included.

Planning funds for this laboratory were provided in the fiscal year 1964 budget. The design and specifications are available now. Only funding for construction is required to complete the project.

A building site has been offered on the campus by the University of Montana where library support and assistance from scientists in related fields will strengthen the program.

All these factors will encourage more intensive and fundamental research, resulting in more rapid development of results.

The timber industry in the northern Rocky Mountain region will benefit from a reduction in delays now experienced in regeneration after timber harvest. Knowledge of growth requirements under management, and effective cultural practices would add to the efficient use of growing stock and increase the volumes available for harvest under sustained yield. Development of new uses for wood will add strength to an industry that is vital to the economic well-being of the area. These are some of the problems that will receive attention from scientists in this laboratory.

Some phases of this research are underway, but lack of specialized facilities reduces opportunities for fully effective investigation. Modern facilities would permit a stronger attack on the problems being studied and would hasten results.

Winter range for deer and elk is critical in parts of the region. This is leading to serious problems of management. Modern research facilities would aid in obtaining the knowledge basic to improving wildlife habitat.

The needs served by these facilities will not be met by other scientific research improvements planned in the area.

Forest Service

I am in accord with the requests generally for the Forest Service. All of us recognize the need to continue work in our forests to insure orderly use and conservation of this vital resource.

Funds that have been requested for such projects in Montana will keep this work moving ahead. Of particular importance are the national forest protection and management programs, research and State and private forestry cooperation. I have already touched on research work and will not continue further here.

Forest roads and trails are of great importance, not just to Montana or Montanans but to millions of Americans who will use them in pursuit of recreational activities. I am pleased to note $11,556,700 is programed for this particular activity in Montana. Use of our forests is increasing rapidly and we must keep pace with this increased utilization.

Brush disposal must continue as a step in preventing forest fires and aiding in control where fires do break out. This work also helps to improve access to forest areas and becomes a part of the recreation aspect of our forest development. Watershed planning and protection and assistance to States in tree planting also play an important part in our forestry programs and have been provided for in the budget.

Fish Habitat Restoration

Last year Montana suffered one of its worst floods in history with tragic loss of life and heavy property damage. Aside from the human tragedy, there were great losses to our outdoor recreation areas including severe damage to fish and wildlife habitat.

It is to this latter problem that I should like to direct your attention at this time. Work is progressing favorably in repair and replacement of those human needs as are possible to replace, but restoration of fish and wildlife habitat has been neglected.

More important, continuing delays may aggravate the problem both from the standpoint of wildlife and for the people of the area.

The area involved is the largest recreational area of its type in the United States and consists mostly of national forest and Indian lands and Glacier National Park.

The Bureau of Sports Fisheries and Wildlife has studied the problem and prepared a report including a proposal for restoration. I am sure this report would be available for committee use. However, I should like to discuss a number of points at this time.

First I would like to note that all reports to me, plus some personal observations indicate that the snow depth in the area with which we are concerned at

this time is even greater than prior to the disastrous floods of last year. With a similar warm rain I believe we can all visualize the threat that is posed.

The floods of last year carried away much of the vegetation, trees, and rocks that serve to slow the waterflow during spring runoff. Many of the oxbows also were washed away and streambeds changed. Thus the peril is greater today since there was no restoration accomplished during the season following the flood. I am sure you recognize, from the threat that is posed again this year, the folly involved in each season of delay in restoration. I recognize that even with early action, it will be impossible to accomplish work that would remove the danger posed for this spring. My hope is we will be spared such a tragedy this year. But to allow the situation to continue uncorrected year after year, to me, is unthinkable.

I have covered briefly some of the threat as it pertains to people. Downstream, other work is moving ahead to prevent a recurrence of that tragedy.

Now I should like to turn to some of the problems involving wildlife.

Big game animals, small game birds and animals, and fur bearers are abundant in this area of approximately 8 million acres. Basic wildlife habitat was not significantly damaged and no action outside of national wildlife refuges appears needed, beyond the involvement in fish habitat restoration.

Fish populations, on the other hand, were affected in various ways. Heavy mortality undoubtedly was suffered by young fish washed into unsuitable waters. Others were killed by stranding, injuries, and possibly silt suffocation.

The most serious damage was the change of basic fish habitat conditions which could seriously impair fish production for many years. I have mentioned the loss of protective vegetation and change in streambeds. Pools were filled. Silt, gravel, and debris were deposited in areas near the mouths of streams, forming impassable barriers to trout and kokanee salmon that must migrate up these streams to spawn.

In Glacier Park we have a trout species known as west slope cutthroat trout, a species so rare it is on the danger list. That is, without exceptional care the species may become extinct. Already with a range so limited they need special attention to insure survival, flood damage to their habitat increases the danger.

Damage to lakes is serious, but less obvious. Siltation affects water clarity and is detrimental to basic fishfood production. It also affects spawning beds for lake-spawning fishes.

Floodwaters also destroyed access to many good fishing areas. Emergency measures to restore roads and trails have caused further local damage to fish habitat. Plans now being developed for reconstruction of permanent facilities could result in additional damage, unless there is proper planning and coordination.

To alleviate damage to fish habitat and restore fishery resources to preflood excellence, the Bureau of Sports Fisheries and Wildlife has suggested three programs. Even with these programs it will be several years before a full recovery can be expected.

A program for immediate damage restoration would include stabilization of streambanks; installation of flow-concentration structures to use the force of water to dig out pools and remove silt; construct small dams to provide pools above and below the structures; divert side flows into main stream channels; manipulate channels to reduce velocities and restore streams to meander patterns and eliminate logjams and other obstacles to spawning migrations.

On streams tributary to lakes, these facilities also would aid in preventing turbidity in lakes during future high runoff periods.

Construction costs and costs of technical personnel to aid in planning and supervision would be an estimated $921,500 according to the latest information available to me.

Estimates of the costs are additional to any work currently proposed by the Federal agencies involved.

Detailed studies of some streams and lakes are needed to determine the long-range effects of the flood on basic fish resources. These studies would determine the nature and extent of needed restoration measures beyond those just outlined. Cost of the detailed studies is estimated at $80,000 spread over a 4-year period.

As I mentioned, additional damage has occurred during the emergency reconstruction of manmade facilities. Much of this can be avoided in the future with technical assistance from the Bureau of Sports Fisheries and Wildlife. Costs of such a program would total $90,000 for 3 years.

Total cost for the measures outlined would be $1,091,500. The restoration measures would be constructed by the agencies having primary administration over the lands involved. The Bureau of Sports Fisheries and Wildlife would provide technical assistance.

I recognize that maintenance of resident fish species ordinarily is the prerogative of the State conservation agency. In this instance, the magnitude of the losses is beyond the immediate financial capability of the State agency. Further, the lands are largely under direct Federal administration or are Indian lands. And since the losses of an emergency nature resulting from an act of God it seems appropriate that the Federal Government assume the responsibility for restoration.

FISH AND WILDLIFE SERVICE

I want to mention one situation regarding wildlife research which I believe warrants your attention.

In budgets for recent years the justification for appropriations by the Bureau of Sports Fisheries and Wildlife shows that each of the 12 cooperative fishery units would be provided with 2 persons. Justification for cooperative wildlife research units shows only one person.

I have asked several persons engaged in fishery and wildlife research about this disparity in the funding of the two similar programs. I am told that when the cooperative fishery program was set up it provided for a second man to handle much of the administrative detail. This leaves the leader relatively free to direct research and work with graduate students.

Some wildlife research leaders spend a fair amount of time in fund raising. The Wildlife Management Institute provides some funds and other expenses are met by other groups with a particular interest in the work of a particular unit.

The salary of the unit leader, money for gas and oil, and every few years for a new automobile is the only money the Federal Government puts into these units.

Last year your committee received a favorable response from the Department of the Interior when inquiry was made but the budget proposal fails to provide for a second person for the wildlife research units. I believe there is a problem here that deserves some committee attention.

I have noted with interest and approval several line items in the 1966 Department of Interior budget, including the following:

NATIONAL PARK SERVICE

MAINTENANCE AND OPERATION

Glacier Park:	
Roads and trails	$395,900
Buildings and utilities	333,100
Yellowstone Park and Big Hole Battlefield:	
Roads and trails	907,700
Buildings and utilities	760,500

CONSTRUCTION

Yellowstone Park: Entrance station, west entrance	78,000
Glacier Park:	
Entrance station, Many Glacier	22,700
Employee apartments	133,400
Employee residences	80,000
Bighorn Canyon Recreation Area: Visitor center, Yellowtail Dam area	34,500

Park Service work budgeted for 1965–66 includes work on the Camas Creek cutoff, reconstruction retaining walls and guardrails on Going-to-the-Sun Road and improvement of roads and parking areas at Two Medicine and Many Glacier in Glacier Park; rebuilding the Gardiner entrance road including Main Street at Gardiner for Yellowstone Park and building temporary access roads to picnic and camping facilities in Bighorn Canyon Recreation Area.

Total proposed appropriation for park areas of particular interest to Montanans are Glacier, $2,364,100; Yellowstone Park and Big Hole Battlefield, $3,479,505; Bighorn Canyon Recreation Area, $158,300; Custer Battlefield National Monument, $76,200.

Bureau of Reclamation

CONSTRUCTION

Yellowtail unit: $10,500,000 for continued construction of dam, powerplant, and switchyard; completion of Afterbay Dam; boat ramps and fishway.

East Bench unit: $220,000 for railroad maintenance and relocation, canal lining, drain construction, and laterals.

Helena Valley unit: $111,000 for completion of lateral lining, continuing canal lining, and construction of drainage system.

Bitter Root project: $101,000 for replacement and repair of canal and other deteriorated structures.

INVESTIGATIONS

Columbia River Basin: $100,000 for continuing study.

Fort Benton and Cow Creek: $135,000 for investigation of feasibility.

Marias-Milk: $159,375 for continuing survey for reconnaissance report.

Missouri River Basin: $383,000 for continuing of comprehensive survey.

Indian Bureau

EDUCATION

Montana State College: $117,000 for extension work among Indians. Through this program, extension agents help Indian families develop and demonstrate techniques in home management, farming, and youth training through 4–H clubs, farm and home visits, short courses, tours, bulletins, achievement days, and exhibits.

Johnson-O'Malley contract for assistance in the education of Indian children: $100,000.

IRRIGATION CONSTRUCTION

Crow Reservation: $63,000 to extend laterals and install necessary control structures.

Flathead: $60,000 to purchase distribution transformers for conversion of Polson distribution system and extend distribution lines.

Fort Peck: $244,660 for continued development of the Wiota (Big Porcupine) and Frazer-Wolf Point (including Little Porcupine) units.

ROADS

For grading, draining, surfacing of roads on the seven Montana reservations: $1,010,000.

Public Health Service

INDIAN HEALTH UNIT CONSTRUCTION

Crow Reservation, 4 quarters units	$68,000
Fort Belknap, Hays clinic addition	9,000

INDIAN SANITATION FACILITIES

Pryor, water and waste	$58,000
Lame Deer, water and waste	250,000
East Glacier, water and waste	85,000
Wolf Point, water and waste	100,000

INDIAN HEALTH STATION

Wolf Point, to complete project	$3,000

OPERATIONS

To operate hospitals, clinics, and other facilities on Montana reservations	$4,055,000

FISH AND WILDLIFE SERVICE

OPERATION OF FISH HATCHERIES

Bozeman	$39,700
Creston	79,100
Ennis	155,900
Miles City	52,100

	Refuge operation	Soil and moisture
Benton Lake	$90,000	$8,000
Bowdoin	46,200	2,000
Charles M. Russell	244,300	16,500
Medicine Lake	34,100	4,000
National Bison Range and Ninepipe	89,900	5,000
Ravalli	50,000	
Red Rock	55,200	9,000

REFUGE CONSTRUCTION

Benton Lake: $210,000 to replace a portion of the pipeline that has failed.

ENDORSEMENT OF SPECIFIC BUDGET REQUESTS

I am in agreement with a number of budget requests made as part of the operation of the Office of the Secretary of the Interior. These include the Office of Coal Research which is seeking $25,000 to contract research in Montana. Montana is particularly interested in any studies related to uses of lignite which is abundant in vast areas of the Northern Great Plains.

Another important research program is in the new Office of Water Resources Research. This office makes grants to various institutes to study our valuable water resources, a program which should be expanded to meet the growing needs of our modern society.

Work on Libby Dam is continuing in Montana and in not too many years will be adding to the generation facilities of the Bonneville Power Administration. BPA is continuing to develop its transmission facilities in line with congressional directive and needs the continuing support of the committee to perform its valuable and necessary functions. I support the BPA requests for its activities in Montana and the Northwest.

Land and water conservation work of the Bureau of Outdoor Recreation provides many benefits and must be continued. I support the requests for such work and in line with this would like to make special note of the formula for State participation. I notice that the budget is suggesting that the Federal share for land and water conservation under this program be a flat 40 percent rather than the "not more than 50 percent" set forth in the law creating the special fund.

This has caused some concern in Montana and the director of the Montana Fish and Game Department has requested my assistance in retention of the original formula.

In a telegram, the department director said:

"We are concerned regarding rumor of change in Federal-State matching bases under land and water conservation funding program as being reviewed in House Appropriations Committee. Would appreciate your assistance in retention of original formula.

"FRANK H. DUNKLE,
"State Director, Montana Fish and Game Department."

LETTER FROM KENNETH BALDWIN, BOZEMAN, MONT.

Others in Montana have expressed concern over this possible departure as evidenced by a letter from Mr. Kenneth Baldwin which I would like included in the record.

BOZEMAN, MONT., *January 18, 1956.*

DEAR LEE: It has just come to my attention that the matching funds required from the States to get money from the Land and Water Conservation Act may be changed from 50–50 to 40–60 percent; the States putting up the 60 percent.

This would hurt Montana where money is scarce. Would you please contact the Appropriations Committee and ask that the 50–50 basis be continued.

Thank you very much.

KEN BALDWIN.

RESEARCH AND DEVELOPMENT OF COMMERCIAL FISHERIES

I am pleased to note the budget includes funds for research and development of commercial fisheries under Public Law 88–309 with $9,500 earmarked for use in Montana. This particular program, once the details are worked out so that it can be placed in operation, may provide the clue that will create a new industry in Montana.

LETTER FROM MR. BILL C. HICKS, CHAIRMAN, MONTANA GOVERNOR'S ADVISORY BOARD

The chairman of the Montana Governor's Advisory Board on Predator Animal Control informs me that a reduction in Federal participation in that program by $20,000 may seriously jeopardize the work already accomplished and asks restoration of that amount to the budget. I should like to make the letter from the chairman, Mr. Bill C. Hicks, a part of my presentation.

LY RANCH,
Wolf Creek, Mont., February 23, 1965.

Hon. LEE METCALF,
U.S. Senate,
Washington, D.C.

DEAR SENATOR METCALF: As chairman of the Governor's advisory board on predator animal control in Montana, I have been advised that Montana will be cut $20,000 from its budget in 1966. This will present a serious setback to our present operation. We need every dollar available to hold down the predator population. We can't afford to lose even one trapper or we will lose the control we have gained and the money spent in the past will be wasted.

Cattle, sheep, poultry, and bees are products of vital importance to Montana. With the increased cost of operating and the low prices ranchers are receiving, they will be forced out of business if the predators increase. The sheepman will be hit the hardest as it is impossible to hire good herders and most of the sheep run in large fenced pastures with no protection except that offered by the trapper and the owner.

The game population will also be severely damaged. The coyote can easily catch and kill antelope and deer in the deep snow we have. Reports indicate that hundreds of these animals have fallen to the coyote this past winter. With our increased population, the sportsman should surely be concerned and kept in mind.

The Governor's advisory board requests that you give this matter attention and keep the Federal contribution to Montana the same as it has been in the past.

Yours very truly,

BILL C. HICKS,
Chairman of the Governor's Advisory Board.

COAL RESEARCH LABORATORY, DENVER, COLO.

STATEMENT OF HON. GORDON ALLOTT, A U.S. SENATOR FROM THE STATE OF COLORADO

Chairman HAYDEN. Senator Allott.

Senator ALLOTT. I have statements on several subjects, Mr. Chairman. The first is on the removal of the Coal Research Laboratory from Denver up to North Dakota where they have a lignite research facility. They have no bituminous and subbitmuminous coal up there, and I feel that the Coal Research Laboratory is needed where it is

now in Colorado, where we have large reserves. I will submit that statement for the record.

Chairman HAYDEN. That will be included in the record.

(The prepared statement of Senator Allott follows:)

Mr. Chairman, I would like to say a word about the Denver Coal Research Laboratory. As committee members know, this facility has been slated for closure and its functions transferred to the Grand Forks Lignite Research Laboratory, in North Dakota. The space vacated in Denver is to be occupied, according to the Interior Department, by an applied physics labroatory.

I would like to make it clear that I have no objection to the removal of the Coal Research Laboratory, if economy is in fact served and if the research work presently carried on in Denver does not get lost in the "shuffle."

I must confess, Mr. Chairman, that I am seriously concerned about this latter point. I have been in contact with the Bureau of Mines concerning this proposal, and have received a letter from the Acting Director in response to my inquiry. He says in part:

"We recognize that work at our field stations sometimes reflects emphasis on special problems of a more local character. This, however, is a logical development where locations exist near the coal fields, but in no way indicates the need for laboratories everywhere that coal is produced."

Certainly this does not indicate a need for laboratories everywhere that coal is produced. But I must point out that Colorado ranks fifth in the Nation in reserves of bituminous coal. None of the top four States in terms of bituminous reserves have any subbituminous coal, and the westernmost of those four States is Missouri. Further, Colorado ranks No. 5 in the Nation in terms of subbituminous reserves. New Mexico and Wyoming are among the top four States in subbituminous reserves. I believe these factors adequately explain the original location of the Denver Coal Research Laboratory. Because the Grand Forks Lignite Research Laboratory has concentrated on lignite research, as its name implies, I hope that this committee, if it approves of the transfer, would at least assure that adequate funds are provided the Grand Forks facility, and insist that work continue on bituminous and subbituminous coals there.

I was also somewhat concerned about the cost and space factors mentioned by the Department of Interior in connection with the proposed merger. I do not have the figures on cost of transferring personnel and equipment from Denver to Grand Forks, but I trust that this committee could get those figures if it deems them relevant. I did, however, do some checking into the representations as to the space situation at the Federal center in Denver, where the coal research lab is presently located.

I find, Mr. Chairman, that contrary to what is said in the Interior Department release on this subject, the GSA office there could make space available for the new facilities to be moved to Denver. Building No. 20, which houses the Bureau of Mines as well as some other agencies at the Federal center, is being modernized, with a completion date of November 20 scheduled. Further, this committee will remember that last year you provided funds for a nuclear laboratory for the USGS at the Denver Federal center. I am informed bids will go on the market on April 8 for that facility, and when it is completed it will vacate some considerable space in building No. 25, which now houses several laboratories. Any shortage of space at the Federal center therefore seems to be a relatively short-term thing, and does not absolutely require removal of the coal Lab.

I certainly would trust the judgment of this committee as to whether the proposed move is desirable, and simply would urge you to look very carefully at the Department's reasons in view of what my own investigation of the matter has turned up.

CREEDE NATIONAL FISH HATCHERY

Senator ALLOTT. Then we have a small fish hatchery at Creede which they are about to close down and I will submit that statement for the record if it is all right with you.

Chairman HAYDEN. It may be inserted in the record.

(The prepared statement of Senator Allott follows:)

The Bureau of Sports Fisheries and Wildlife has given notice that they plan to close the Creede National Fish Hatchery on June 30 of this year. Functions heretofore performed at Creede are to be taken over by the national fish hatchery at Leadville.

Creede is a small facility with two employees and an annual budget of $15,000. I would like to point out, however, Mr. Chairman, that it produces between 1 and 1.5 million fish per year which are used to stock high streams and lakes in that area. The hatchery is the foundation for the Rio Grande National Forest stocking program. The headwaters of the Rio Grande, above Creede, have public lands of about 450,000 acres, including 185 miles of streams and 450 surface acres of lakes in that area; 95 percent of the lakes around Creede are federally owned.

The hatchery has been very important to the Rio Grande National Forest which has seen a terrific increase in the number of visitors as have so many of our national forests and parks. Last year, for example, there was an 18-percent increase in visitors to the forest. The people of the area recognize the importance of the hatchery and have, themselves, taken on the responsibility of planting the fish which are produced at the Creede hatchery. The tourist industry is a prime source of income for that whole section of the State. As an example, Mineral County, in which Creede is located, lies wholly within national forest land.

I believe that the committee can see from these facts the importance of the Creede hatchery. I would, therefore, ask that the committee carefully review the plan to close that hatchery; and if you concur with the decisions of the Department of Interior, I feel confident that you will provide adequate funds to the Leadville hatchery to assure that enough fish are available to take up the loss from Creede.

PREDATOR AND RODENT CONTROL

Senator ALLOTT. This next statement is on the predator and rodent control program. I have received information indicating that the Bureau of Sports Fisheries and Wildlife intends to seek reduced appropriations for predator and rodent control. This action has serious implications for our sheep industry in Colorado particularly because it would result in a loss of $22,000 for our State in this regard. Accordingly, I ask that the enclosed material be made a part of the record of testimony and that the membership give every consideration to the views expressed therein.

Chairman HAYDEN. Senator, the Colorado Wool Growers Association has furnished this same material directly to the committee and it has already been printed in the hearing record (see p. 1385).

Senator ALLOTT. Fine. Of course there is no reason to print it again.

Now, Mr. Chairman, I have a longer statement here. I will submit this for the record aand comment on it briefly.

Chairman HAYDEN. That may be done.

(The statement referred to follows:)

HEADQUARTERS OFFICE-LABORATORY, ROCKY MOUNTAIN FOREST EXPERIMENT STATION, COLORADO STATE UNIVERSITY, FORT COLLINS, COLO.

Mr. Chairman and members of the committee, you will recall that at your request, in the hearings for fiscal year 1963 appropriations, the Forest Service prepared and presented to you a "Development Program for the National Forests and the National Forestry Research Program," and outlined a construction program of research laboratories needed to support the national forestry research program.

In fiscal year 1964 this committee recommended preconstruction planning funds for a headquarters office-laboratory for the Rocky Mountain Forest Experiment Station to be built on the campus at Colorado State University in Fort Collins, Colo., as a part of the research laboratory construction program. The amount appropriated under that recommendation for preconstruction planning was $79,000.

Last year I appeared before you to request construction funds for the Rocky Mountain Forest Experiment Station in the expectation that plans and specifications would be ready for bidding soon after passage of the appropriations bill. It is my recollection that there were four or five Forest Service laboratories in

the same situation—that is, for which the plans and specifications were not yet ready, but for which construction funds were requested. The construction funds were not included in the bill, but in your committee report, you urged the Forest Service to request construction funds as soon as preparation of the plans was completed. I can now state, as I believe you already know, that the design and specifications for the proposed facility at Fort Collins are prepared and ready for invitations to bid. The Forest Service advises me that they will ask bids on the project as soon as funds are available by appropriation.

The Forest Service regional headquarters in Fort Collins is responsible for support of the national forestry research program in the region encompassing the States of Arizona, Colorado, Kansas, Nebraska, New Mexico, South Dakota, Wyoming, and the western parts of Oklahoma and Texas. It is charged with developing and conducting the research needed on forestry activities in the national forests and other public and private lands within that region. The forest laboratories at Rapid City, S. Dak., Laramie, Wyo., Flagstaff, Ariz., and Tempe, Ariz., are part of the program of the regional station headquartered at Fort Collins. The committee is aware, I am sure, that the national forests and other forest lands of the central Rockies falling within the jurisdiction of this regional station are the headwaters of four of our major drainage basins—the Colorado, the Rio Grande, the Arkansas, and the North and South Platte Rivers. These lands also furnish important supplies of timber, forage for livestock and wild game and important recreational areas. The regional headquarters office-laboratory is needed for the proper development and management of these valuable forestry resources and for support of the total program of all the laboratories under the general administration of the headquarters at Fort Collins.

The headquarters office of the Rocky Mountain Forest Experiment Station has been located on the campus of Colorado State University for several years. The university has made space in several different buildings available to that office. The specialized laboratory space which is desperately needed is, I am informed, wholly unavailable in the present setup at CSU. In addition, the actual growth in student population at Colorado State University has far outstripped the forecasts of a few years ago, as is true of so many colleges and universities throughout the United States. All these factors taken together point up the fact that adequate and sufficient space for the headquarters office and laboratory is simply no longer available at the university.

Recently, however, the university has executed a long-term lease with the Forest Service (at no cost to the Government) for a 2-acre building site on the campus for the forest experiment station. The president of the university, Dr. William E. Morgan, tells me that this is a prime piece of property and well situated. The plans and specifications, as I said earlier, are completed and ready to ask for bids. The estimated cost of construction, which I ask be included in the bill before you, is $1.28 million. I am informed that the work might even be started this summer if the funds are included in the fiscal 1966 bill, and the university and the Forest Service could look forward to an alleviation of the present difficult situation within the foreseeable future.

Mr. Chairman, this headquarters office-laboratory for the Forest Service is fully justified and urgently needed. As you brought out in your questions while the Forest Service was before you to testify on this year's bill, they did request funds for construction this year. While the item was not included in the budget as it finally came to us, the Forest Service has regarded the laboratory and office as a high priority construction item, at least for the last 3 years. I, therefore, urge that full and favorable consideration be given to including $1,280,000 for this item in the appropriations bill which you will report.

ROCKY MOUNTAIN FOREST EXPERIMENT STATION AT FORT COLLINS

Senator ALLOTT. This is on the Forest Research Laboratory for which we appropriated $79,000 in fiscal year 1964 for planning. This is for the Rocky Mountain Forest Experiment Station located at Fort Collins. You will recall that our State college there has provided space for this research for a long time and they are in the position that they need it. There are already some forest laboratories at Rapid City, Laramie, Wyo., Flagstaff and Tempe, Ariz., and this would be a part of the national forestry research program.

In order to save your time I know that I don't have to explain this to the chairman of this committee because he understands it fully.

Colorado State University has executed a long-term lease with the Forest Service at no cost to the Government for a 2-acre site on the campus. The cost of the building will be $1.28 million and construction can start this summer if the funds are provided. We provided the plan and design money in fiscal 1964.

REDUCTION IN STATE SHARE OF LAND AND WATER CONSERVATION GRANTS

On another matter, Mr. Chairman, I will ask that this statement be included in full, too. This is on the land and water conservation fund. I think the chairman has probably heard other statements on this. I am not going to read this statement which is of some length, but you will recall that the authorizing legislation stated that its purpose was to assist in preserving, developing, and assuring accessibility to all citizens of present and future generations such quantity and quality of outdoor recreation resources as is necessary to strengthen the health and vitality of the citizens, first by providing funds for Federal assistance to the States in planning, acquisition, and development of needed land and water areas and second by providing funds for the Federal acquisition and development of other lands and areas.

The bill provided, and I quote, "Payments to any State shall cover not more than 50 per centum of the cost of planning, acquisition, or development projects that are undertaken by the State."

Two days ago I had a long conference with two members of our State board and Mr. Woodward, the director of our fish, game and parks commission. They have laid out in Colorado, immediately northwest of Rocky Mountain National Park and just contiguous to it on one corner, one of the most beautiful State parks that I have ever seen. It is a place of fantastic beauty, with fantastic, and I use these adjectives advisedly, recreational and science opportunities as well as boating and fishing.

The State is very anxious to develop this and it requires no major acquisitions of land. It does require some trading around, and involved in it are chiefly Colorado school lands.

The executive department has issued a directive that these funds will be provided for acquisition for this purpose on a 60–40 basis. My people tell me that there are many States that cannot move ahead on a 60–40 basis. Frankly, we can not. Our finances in the State are not sufficient.

On the other hand, I am informed that generally there would be only six or seven States who now have bond issues who could do it.

I do not know how we will approach this, Mr. Chairman, but I think it is very important that Congress make its wishes known that this fund be used on a 50–50 basis. Frankly I would not have supported the bill if I had thought it was going down to a 60–40 basis, because it will in effect deprive some States of the ability to participate.

It would leave six or seven States then, if the States could match on a 60–40 basis, it would leave six or seven States receiving the whole benefit of this land-water conservation fund upon which we did so much work.

The distinguished chairman of this committee understands this problem. I will not discuss it further, and if the full statement goes in the record I will be happy then. I am sure the chairman understands that problem. If I can answer any questions on any of these matters I will be happy to.

Chairman HAYDEN. I think you have made a very clear and concise statement.

(The prepared statement of Senator Allott follows:)

Mr. Chairman and members of the committee, I would now like to discuss the appropriation for the land and water conservation fund. As you know, Congressman Aspinall introduced H.R. 3846 in the last Congress which ultimately was enacted into Public Law 88–578 and approved September 3, 1964.

The purpose of this legislation as set forth in section 1(b) is "* * * to assist in preserving, developing, and assuring accessibility to all citizens * * * present and future generations * * * such quality and quantity of outdoor recreation resources * * * necessary and desirable * * * to strengthen the health and vitality of the citizens * * * by (1) providing funds for and authorizing Federal assistance to the States in planning, acquisition, and development of needed land and water areas and facilities and (2) providing funds for the Federal acquisition and development of certain lands and other areas."

In identical report language both the House and Senate Committees on Interior and Insular Affairs adopted the position of the Outdoor Recreation Resources Review Commission as to the relative role of the States in this program. The following quotation is found on page 9 of House Report 900, 88th Congress, and on page 6 of Senate Report 1364, 88th Congress: "The committee concurs in the view of the Commission that the role of the States in the outdoor recreation field is pivotal."

There are two sections of the public law which are particularly pertinent to the funding arrangements to assure the "pivotal" position of the States. The first is found in section 4(a) and deals with the division of the appropriation between State programs and Federal programs in these words: "* * * the appropriation therein made shall be available in the ratio of 60 per centum for State purposes and 40 per centum for Federal purposes * * *" The second is found in section 5(c) and deals with the matching arrangements of the 60 percent apportioned for State purposes: "Payments to any State shall cover not more than 50 per centum of the cost of planning, acquisition, or development projects that are undertaken by the State."

I should like to invite the attention of the committee to the explanatory paragraph entitled "Assistance to States," found on page 544 of the Budget, column 2, relating to the land and water conservation fund. The paragraph reads as follows: "Funds are provided for assisting States in not more than 40 percent of the cost of preparing recreation plans, acquiring land and water areas, and developing areas for outdoor recreational purposes."

A simple arithmetic computation will show that the funds are divided between State purposes and Federal purposes on approximately a 60–40 ratio in accordance with section 4(a) to which I alluded earlier. So, not only by its wording but by the proposed division of the funds the application of the explanatory paragraph I just quoted must be to section 5(c) of the law relating to matching requirements.

As a member of the Senate Interior Committee and the conference committee which dealt with this particular legislation, I was actively interested in this program. I give you this background merely to indicate to you that I have some knowledge of the background of this legislation, and believe that I am conversant with the legislative intent behind it.

It has been called to my attention by individuals concerned with State programs relating to outdoor recreation activities that the 60–40 matching arrangement called for by the budget was indeed not the general understanding of both the Congress and other interested groups, who were prevailed upon to support this legislation at the time that the program was "sold." It was our general understanding that the matching fund provision would be on a 50–50 basis rather than the 60–40 basis as called for in the budget.

I believe that the language of both the Senate report and the House report support this contention. The language is identical in both reports, and is found on page 9 of the House report and page 6 of the Senate report:

"These appropriations will be available to match the States expenditures for outdoor recreation planning, land acquisition, and development projects on a 50–50 basis."

The conference report does not deal with this particular provision, since, as I have shown, the House and the Senate were in agreement as to both the legislative language and the report language indicating its legislative intent.

At this point, I should like to point out that under the original provisions of H.R. 3846 the matching arrangement was different from what was finally enacted. As introduced, the bill called for a matching arrangement of 50–50 on planning projects and 30–70 on acquisition or development projects—that is, 30 percent Federal contribution and 70 percent State contribution. However, a great many of the witnesses both at the House hearings on H.R. 3846 and the Senate hearings on the companion bill (S. 859) urged a change in the matching arrangement. Most of them suggested that the bill be amended to incorporate a matching formula similar to the Pittman-Robinson and the Dingell-Johnson Acts; namely, 75 percent Federal contribution to 25 percent State contribution. Either the Governor or his representative from the following States urged such an upward revision of the matching formula: Arizona, California, Colorado, Delaware, Florida, Idaho, Indiana, Iowa, Kentucky, Michigan, Missouri, Nebraska, Nevada, New Hampshire, New Jersey, North Carolina, Ohio, Oklahoma, Oregon, South Dakota, Utah, Vermont, and West Virginia. Parenthetically I might mention that West Virginia requested the formula be changed to 90 percent Federal to 10 percent State. In addition, the following organizations asked for an upward revision of the Federal share of the matching formula: the American Association of State Park Directors, the Outboard Boating Club of America, the American Association for Health, Physical Education, and Recreation, the Citizens Committee on Natural Resources, the Sport Fishing Institute, the National Wildlife Federation, and the International Association of Game, Fish, and Conservation Commissioners.

Obviously, there was considerable sentiment that the Federal share of the matching formula was too low. A clue as to what the committee did in executive session is found on page 187 of the House hearings in an exchange between Mr. Jaeger, of the Association of State Park Directors, and Congressman Leo W. O'Brien, of New York:

"Mr. JAEGER. I think the fish and game departments in the various States, even though their ratio is the one we suggest [that is 75–25] are still operating as State-dominated agencies. That has been my experience in talking with the other people who administer that program.

"Mr. O'BRIEN. Wouldn't 50–50 be a realistic compromise?

"Mr. JAEGER. When you are compromising; yes, sir."

Taking this exchange and coupling it with the floor statement made by Congressman Aspinall, sponsor of the bill and chairman of the House Committee on Interior and Insular Affairs, leads one to the unalterable conclusion that the matching formula was to be administered on a 50–50 or dollar-for-dollar basis. In discussing H.R. 3846 in the House Chamber prior to passage, Mr. Aspinall said on page 15966 of the Congressional Record of the 88th Congress:

"Our committee thinks that H.R. 3846 provides the answer and, in addition, makes the Federal dollar stretch further than it otherwise would. There are two especially pertinent provisions in the bill with respect to this. The first is that, unless otherwise provided in an appropriation act, 60 percent of any appropriations made from the land and water conservation fund shall be made available for distribution among the States. The second is that any State that accepts its share of the distribution shall match it dollar for dollar and shall expend it on the planning of a statewide outdoor recreation system and for the acquisition and development of outdoor recreation areas in accordance with that plan."

Turning now to the Congressional Record of August 12, 1964, page 18493, Senator Jackson in presenting the bill to the Senate for passage made a statement of similar import:

"Unless otherwise determined in the annual appropriations acts, normally 60 percent of each year's appropriations from the fund will be available to the States on a 50–50 matching basis for planning, acquisition, and development of land and water areas for public outdoor recreation purposes."

I think that the legislative history that I have recited here clearly displays that it was the intent of Congress that such matching arrangements to the States for State projects was intended to be on a 50–50 basis. The appropriation bill to which you gentlemen are directing your attention embodies the first appropriation to be made for these purposes under this program, and since this bill only became law on September 3 of last year, it would seem that the executive branch would also have the legislative history clearly in mind. However, as I have shown in its first request for appropriation to this fund the executive branch has chosen to disregard the clear intent of Congress with regard to the matching formula.

Mr. Harry Woodward, director of the Colorado Game, Fish, and Parks Department, in a letter to me has pointed out that this revised formula contained in the budget would work to the detriment of the poorer States with larger areas and smaller revenue sources. The purpose of this legislation was to make outdoor recreation facilities available in the poorer States which would not otherwise be able to acquire sufficient land and develop facilities to meet the ever-increasing requirement for outdoor recreation needs. Quoting from subsection (f) of section 5 the following language I believe is pertinent to this matter:

"* * * the approval of all projects and all payments, or any commitments relating thereto, shall be withheld until the Secretary receives appropriate written assurance from the State that the State has the ability and intention to finance its share of the cost of the particular project, and to operate and maintain by acceptable standards, at State expense, the particular properties or facilities acquired or developed for public outdoor recreation use."

And then again, quoting from subsection (b) of section 5, this language I believe is particularly salient:

"Any amount of any apportionment that has not been paid or obligated by the Secretary during the fiscal year in which such notification is given and for 2 fiscal years thereafter shall be reapportioned by the Secretary in accordance with paragraph 2 of this subsection."

Subsection 2, to which this refers, pertains to the three-fifths apportionment made on a basis of need to the States, and in the determination of need the Secretary shall include "* * * among other things, a consideration of the proportion which the population of each State bears to the total population of the United States and of the use of outdoor recreation resources of the individual States by persons from outside the State as well as a consideration of the Federal resources and programs in the particular States."

I think the reason for Mr. Woodward's statement that this will work a hardship on the smaller States becomes apparent from these selected quotations from the act. Obviously, the smaller the Federal share the larger the State share, and the State program must be approved by the Secretary and must be accompanied by a written assurance from the State that it has the ability and intention to finance its share of the project and to continue to operate and maintain it at State expense. If a State is unable to meet the larger matching fund formula in a program approved by the Secretary, it subjects itself to the possibility of its share being reapportioned to the larger and more wealthy States, which have greater revenue sources and can more easily meet this higher demand for State funds.

Since the appropriation bill does not contain language specifying the matching formula to be used, and the intentions of the executive branch are shown only in the explanation paragraph previously quoted, I respectfully request that the committee consider the inclusion of language in the report directing that the matching formula for State programs be on a 50–50 basis in accordance with legislative intent of the authorizing public law.

FUNDS FOR CONSTRUCTION OF SCHOOL AT DUNSEITH, N. DAK.

STATEMENT OF HON. MILTON R. YOUNG, A U.S. SENATOR FROM THE STATE OF NORTH DAKOTA

Senator YOUNG. Mr. Chairman, I have two witnesses—Mr. Lincoln Jerstad, superintendent of schools at Dunseith, N. Dak., and Mr. Glen

Shelby, mayor of Dunseith. He has been mayor almost as long as you have been a Senator.

Four years ago this committee appropriated $220,000 to assist in the education of Indian children in the Dunseith public school. Since that time almost the entire increase in school enrollment at Dunseith has been Indians. The percentage of Indians attending this school now is 47 percent of their enrollment. They have taxed themselves the limit, and unless we help them build a school at Dunseith we will have to build additional schools on the reservation or let the children stay out of school. They have a real convincing case and, Mr. Chairman, I believe it will only take them about 10 minutes to read their statements.

DUNSEITH SCHOOL OVERCROWDED BY INCREASED INDIAN ENROLLMENT

STATEMENT OF LINCOLN JERSTAD, SUPERINTENDENT OF SCHOOLS, DUNSEITH, N. DAK.

Chairman HAYDEN. You may proceed, sir.

Mr. JERSTAD. I am superintendent of schools at Dunseith, N. Dak. Senator Young has pretty much given you the background I intended to read here for the first page so I will just sum that up by saying this Federal help that we received in 1960 was very important to us in that it convinced some surrounding districts that it would be safe to reorganize with us and they increased our tax base so we were able to bond and complete pretty much the building that was built with the $228,000 that was appropriated before. But our problem now is that the Indian population has increased again to the point where we are overcrowded.

Chairman HAYDEN. I think that is a very excellent indication that the Indians are taking advantage of the school.

Senator YOUNG. We have a chart here which shows the increase in the number of Indian children and the percentage.

Mr. JERSTAD. In a letter from Dan LeRoy, director of Indian education for the Department of Public Instruction for the State of North Dakota, he states that 30 public school districts in North Dakota are now educating Indian children and that the Dunseith School District is educating 23 percent of all Indian children educated in the public schools in the State of North Dakota. He also confirms from State records that the enrollment of 301 Indian pupils equals 48 percent of the total enrollment in the Dunseith School District and following page 6 of my statement I have attached a copy of his letter.

We have table 1 that Senator Young just pointed out to you that gives the enrollment per year. I will skip over that.

In 1962 we had a substantial enrollment increase of 97 Indian children. This resulted when the Federal Government closed out the seventh and eighth grades of the rural school that they operate 2 miles north to the city of Dunseith. They closed the seventh and eighth grades and most of these children came to Dunseith, bringing along some of their younger sisters and brothers.

Table 2 lists the percentage of Indian children in our school. In 1961 the percentage of the total school enrollment was 26.5 Indians; 1962 it was 28.6; 1963 it jumped to 42.8. That is when they closed the seventh and eighth grades of the Federal school. In 1964 it

jumped up to 47.2. Actually at the present time over 50 percent of our elementary enrollment is Indian children, a little less than high school total, so it comes out to 47.2.

Chairman HAYDEN. I think it is of great advantage to Indian children to be able to attend publis schools with white children. They learn from one another.

COMPATIBILITY OF WHITE AND INDIAN CHILDREN

Senator YOUNG. You do not have any problem there with Indian children and white children do you?

Mr. JERSTAD. I think we have less fights between white and Indian children that we do with two white children or two Indians. I remember when I was in grade school I was in a few fights myself.

Chairman HAYDEN. It has been stated in other places that Indian children huddle by themselves and the white children by themselves when they are on the playground. Do you find that they really mingle?

Mr. JERSTAD. They do pretty much there. I notice that the Indian children who went to the Federal elementary school and who came into our school as high school students are a little slow in getting in with the white children.

Chairman HAYDEN. There is an opportunity there.

CONTINUED INDIAN INCREASE ANTICIPATED

Mr. JERSTAD. There is considerable evidence based on the school census reports that indicate the trend of Indian enrollment increase in Dunseith will continue upward.

Further we have been consulted concerning the provision of educational facilities for all Indian children of families who would be housed in a Federal housing project planned for the Dunseith area.

The Turtle Mountain Tribal Council is sponsoring a 40-unit low-cost Federal housing unit to be built just outside of the city limits. I have a letter concerning that from Zejdlik and Harmala seeking some information for a study on it. The present plans are for the constructing of 40 housing units. The State department of education asked me how many Indian children I thought would come from it. I told them it could be anywhere from 50 to 150 and possibly more. It is hard to tell how many children would come from 40 housing units for Indian families.

Senator YOUNG. Without these housing units would you still need additional school facilities?

Mr. JERSTAD. We are packed now and our district is bonded to the limit. The situation is complicated by the fact—that the Belcourt School, on the reservation 15 miles east of us, is full and they have the elementary school north of Dunseith that closed out the seventh and eighth grades because they were short on rooms and now they are full with grades 1 to 6.

Senator YOUNG. Is that because a higher percentage of Indian children are going to school now or because of an increase in population?

Mr. JERSTAD. I think increase in number going to high school but also there has been an increase in the population.

Senator YOUNG. We built a $1.5 million school on the reservation and that is filled up now.

Mr. JERSTAD. Mr. Chairman, much of the information concerning the present school plant facilities is contained in a letter attached to my full statement, dated March 5, 1965, from LeRoy H. Swenson, assistant director of secondary education. We asked that the department of public instruction make this survey of our school plant program.

Senator YOUNG. All the parents of these children are Indians with practically no income, is that right?

Mr. JERSTAD. That is pretty much so. Most rely on welfare. There are a few working at the State sanitorium.

COST OF PROPOSED SCHOOL BUILDING

The cost of providing facilities for an educational program in the Dunseith elementary and secondary schools as recommended by LeRoy H. Swenson was estimated by the firm of Brunner, Hoeffel, Bohrer & Associates to be $558,600. They made another list of what they termed "just minimum" facilities required to maintain accreditation with the North Dakota State Department of Public Instruction and the cost was cut down to $416,200. I notice on that they left out kindergarten. I think kindergarten around a reservation is almost essential. Some of those children that come into the first grade are hardly housebroken. They are so far behind some of the children in the first grade it is difficult for them ever to catch up, so I think the kindergarten should have been included there also but they left it out.

In concluding our presentation we would like to make several observations and to reiterate the points we have tried to bring out.

INDIAN BIRACIAL EDUCATION SUCCESSFUL

We conclude by observation over a 10-year period that biracial education has worked out successfully in the Dunseith public schools. The Indian children attending our school consider Dunseith their school in classroom work and in extracurricular activities. We are informed repeatedly by Indian parents that they prefer that their children attend a public school.

We believe that educating Indian children in a biracial school prepares the minority to better adjust to living and competing with the majority socially and economically.

CENTRAL LOCATION WITH HEAVY INDIAN POPULATION

The Dunseith school is centrally located in an area containing over 1,500 Indians (1960 census). The city has a population of 1,013, about equally white and Indian. One hundred and twenty-three Indian families are now sending pupils to the Dunseith school, and there are a considerable number of families sending their children to boarding schools. Most of these children would profit from better educational facilities at Dunseith.

REVENUES ADEQUATE FOR OPERATING EXPENSES

The Dunseith School District has and does operate on a sound financial basis. We have had no problem in raising the necessary revenue to pay current operating expenses, and do not anticipate diffi-

culties along that line to result from an expected further increase in Indian enrollment.

NEARBY FEDERAL INDIAN SCHOOL ELIMINATION OF SEVENTH AND EIGHTH GRADES

The rural elementary school located approximately 2 miles north of Dunseith, and operated by the Federal Government, closed out the seventh and eighth grades in 1962 because of a shortage of classroom space. They are now filled to capacity with grades 1 through 6, and it is evident that either the Federal school or the Dunseith public school will have to provide more facilities to handle the increasing Indian population.

FEDERAL PER-PUPIL COST TO DUNSEITH SCHOOL SYSTEM LESS THAN COST AT FEDERAL OR BOARDING SCHOOL

The average operating cost per child (1963–64 school year) in the Dunseith school system was $438.78. However, the average cost to the Federal Government for tuition payments to the Dunseith public school under the Johnson-O'Malley program for the 1963–64 year was approximately $116 for each Indian child educated. It seems reasonable to believe that this represents a considerable saving to the Federal Government, and probably only a fraction of the cost of educating an Indian child in a Federal or boarding school.

ESTIMATED COST OF ADEQUATE FACILITIES

The Dunseith district requested and received a survey of the school plant and program by the North Dakota Department of Public Instruction. That department prepared a list of minimum facilities that would be required to maintain State department accreditation, and a second list of facilities that would be necessary for an adequate program in the elementary and secondary schools. These lists were referred to the firm of Brunner, Hoeffel, Bohrer & Associate Architects for a cost estimate. The cost for minimum facilities was estimated to be $416,200. The cost estimate for an adequate program in the elementary and secondary Dunseith schools was $558,000. That depends upon how many more Indian children we have. We estimate that at this cost at a regular rise in Indian population over the last 4 years so it might increase.

INABILITY OF COMMUNITY TO PROVIDE BUILDING

We have pointed out that we are at the end of our resources for additional building purposes. Our district is bonded and has voted an excess levy to the limits permitted by North Dakota statutes. Our purpose in appearing before you is to present this problem and request your assistance in this joint endeavor to educate the Indian and white children in the Dunseith area.

We wish to again express our appreciation for this opportunity. We would like to thank you very much for your time and consideration of our problem.

Senator YOUNG. How far north of Dunseith is the Indian day school located?

Mr. JERSTAD. Two miles.

Senator YOUNG. If the Congress provides the additional funds that you are asking for, will this relieve the Government of increasing the size of this Indian day school or is there a possibility we will have to increase this also?

Mr. JERSTAD. I would not think they would have to increase that one. They may have to increase the one in Belcourt.

Senator YOUNG. It would not make much sense to go part way in helping you folks and then also increase the size of the Indian day school.

Chairman HAYDEN. Thank you, gentlemen.

(The prepared statement of Mr. Jerstad follows:)

BACKGROUND

In May 1960, the Dunseith School District was faced with a serious housing situation caused, to a large extent, by the enrollment of Indian children in the public school. Representatives of the Dunseith School District were at that time also given an opportunity to appear before the Senate Appropriation Subcommittee to present their problem. At that time the enrollment projection indicated that approximately $700,000 would be required to provide adequate facilities. We were very gratified when the committee provided $228,000 which the Interior Department used to construct some high school facilities at Dunseith. Title to the property was then transferred to the Dunseith School District. Subsequently, four surrounding townships joined our district. We had worked for a number of years toward enlarging our district, but these townships were fearful of being excessively taxed to build schools that would soon be overcrowded by a rapidly increasing Indian population. The Federal help toward building high school facilities was very instrumental in overcoming reorganization opposition. The bonding capacity of the district was increased by this consolidation to the point where, together with all available surplus from the general fund, the district was able to enlarge the high school facilities and construct four seventh and eighth grade classrooms.

DISCUSSION OF PROBLEM

In reply to a request by the Dunseith School District, Mr. Dan C. LeRoy, director of Indian education in the North Dakota State Department of Public Instruction has advised that 30 public school districts in North Dakota are educating Indian children, and that the Dunseith Public School District is educating 23 percent of all Indian children educated in the public schools of the State of North Dakota. He also confirms from State records that the enrollment of 301 Indian pupils equals 47 percent of the total pupil enrollment of the Dunseith school system. (Letter attached, Dan C. LeRoy, North Dakota Department of Public Instruction.)

TABLE I.—*Indian children enrolled in the Dunseith public schools over a 10-year period (1954–64)*

Year	*Number enrolled*	*Year*	*Number enrolled*
1954	38	1960	114
1955	50	1961	146
1956	60	1962	173
1957	71	1963	270
1958	80	1964	301
1959	96		

The substantial increase in Indian enrollment in the Dunseith public schools for the 1962–63 year resulted from the closing out of the seventh and eighth grades in the Federal elementary Indian school located 2 miles north of Dunseith.

TABLE II.—*Comparative enrollment of white and Indian children over the past 4 years, 1961–64*

Year	Total school enrollment	White (percent)	Indian (percent)
1961	550	73.5	26.5
1962	610	71.4	28.6
1963	630	57.2	42.8
1964	640	52.8	47.2

There is considerable evidence, based on the school census reports, that indicates the trend of increased Indian enrollment in the Dunseith schools will continue upward. Further, we have been consulted concerning the provision of educational facilities for additional Indian children of families who would be housed in a proposed Federal housing project planned for the Dunseith area. (Letter attached, Zejdlik & Harmala, Inc.)

Educational facilities for the elementary grades are presently overcrowded and a large number of pupils are now housed under extremely unsatisfactory conditions. The high school lacks space and facilities to provide a satisfactory academic curriculum and an adequate vocational program. (Letter attached, LeRoy H. Swenson, North Dakota Department of Public Institutions.)

Very little can be done by the Dunseith School District to remedy the situation unless some financial assistance is available. The district has bonded to the legal limit for construction purposes but is unable to keep up with an enrollment that has more than doubled in the past 10 years. The district is quite large in area but has a taxable valuation of barely over a million dollars. The low-tax base is due to a substantial acreage of submarginal land, a great many slum-type family dwellings, and a considerable amount of nontaxable property which is owned by the State of North Dakota and the Federal Government.

It was suggested by an official from the Bureau of Indian Affairs that we attempt to qualify for building assistance under Public Law 815. This was done in 1963, and the $33,000 received was used for improvements on the elementary building. Any additional amount under Public Law 815 for which we might qualify at this time would be too small for a practical building proposal. The majority of Dunseith Indians cannot qualify under Public Law 815 because they have moved off Federal land and are now residing in the town of Dunseith, or in settlements just outside of the city limits.

The cost of providing facilities for an adequate educational program in the Dunseith elementary and secondary schools, as recommended by LeRoy H. Swenson of the North Dakota Department of Public Instruction, was estimated by the firm of Brunner, Hoeffel, Bohrer & Associate Architects to be $558,600. The cost of just minimum facilities required to maintain our accreditation with the North Dakota State Department of Public Instruction has been estimated by Brunner, Hoeffel, Bohrer & Associate Architects at $416,200 (letter attached, H. L. Hoeffel, AIA).

CONCLUSION

In concluding our presentation we would like to make several observations and to reiterate the points we have tried to bring out.

1. We conclude by observation over a 10-year period that biracial education has worked out successfully in the Dunseith public schools. The Indian children attending our school consider Dunseith their school in classroom work and in extracurricular activities. We are informed repeatedly by Indian parents that they prefer that their children attend a public school.

2. We believe that educating Indian children in a biracial school prepares the minority to better adjust to living and competing with the majortiy socially and economically.

3. The Dunseith school is centrally located in an area containing over 1,500 Indians (1960 census). The city has a population of 1,013, about equally white and Indian. One hundred and twenty-three Indian families are now sending pupils to the Dunseith school, and there are a considerable number of families sending their children to boarding schools. Most of these children would profit from better educational facilities at Dunseith.

4. The Dunseith School District has and does operate on a sound financial basis. We have had no problem in raising the necessary revenue to pay current operating expenses, and do not anticipate difficulties along that line to result from an expected further increase in Indian enrollment.

5. The rural elementary school located aproximately 2 miles north of Dunseith, and operated by the Federal Government, closed out the seventh and eighth grades in 1962 because of a shortage of classroom space. They are now filled to capacity with grades one through six, and it is evident that either the Federal school or the Dunseith public school will have to provide more facilities to handle the increasing Indian population.

6. The average operating cost per child (1963–64 school year) in the Dunseith school system was $438.78. However, the average cost to the Federal Government for tuition payments to the Dunseith public school under the Johnson-O'Malley program for the 1963–64 year was approximately $116 for each Indian child educated. It seems reasonable to believe that this represents a considerable savings to the Federal Government, and probably only a fraction of the cost of educating an Indian child in a Federal or boarding school.

7. The Dunseith district requested and received a survey of the school plant and program by the North Dakota Department of Public Instruction. That department prepared a list of minimum facilities that would be required to maintain State department accreditation, and a second list of facilities that would be necessary for an adequate program in the elementary and secondary schools. These lists were referred to the firm of Brunner, Hoeffel, Bohrer & Associate Architects for a cost estimate. The cost for minimum facilities was estimated to be $416,200. The cost estimate for an adequate program in the elementary and secondary Dunseith schools was $558,600.

8. We have pointed out that we are at the end of our resources for additional building purposes. Our district is bonded and has voted an excess levy to the limits permitted by North Dakota statutes. Our purpose in appearing before you is to present this problem and request your assistance in this joint endeavor to educate the Indian and white children in the Dunseith area.

We wish to again express our appreciation for this opportunity. We would like to thank you very much for your time and consideration of our problem.

DEPARTMENT OF PUBLIC INSTRUCTION,
Bismarck, N. Dak., March 4, 1965.

Mr. LINCOLN J. JERSTAD,
Superintendent of Schools,
Dunseith, N. Dak.

DEAR MR. JERSTAD: In reply to your recent telephone inquiry, may I inform you that there are 30 public school districts educating Indian pupils in North Dakota.

There are 10 districts which have enrollments of from 50 to 301 Indian pupils. Of all these public school districts educating Indian pupils, Dunseith has the greatest number, with a total of 301 Indian pupils.

The enrollment of Indian pupils in Dunseith district is equal to 47 percent of the total number of pupils enrolled.

With a total of 1,293 Indian pupils in public schools, Dunseith School District is educating 23 percent.

Sincerely,

DAN C. LEROY.
Director, Indian Education.

ZEJDLIK AND HARMALA, INC., ARCHITECTS,
Minneapolis, Minn., December 16, 1964.

Re Dunseith Homes ND–6–2, Comm. No. 6468.

Mr. LINCOLN JERSTAD,
Superintendent, Dunseith Public Schools,
Dunseith, N. Dak.

DEAR MR. JERSTAD: This office has been retained to provide the architectural services in connection with the construction of 40 units of public low-rent housing to be located north of Dunseith.

In preparation of the feasibility study we need information pertaining to schools that will serve the potential resident of this project. Will you please forward to this office a statement containing the following information:

1. Official name of school.
2. Public or parochial.
3. Race served (if restricted).
4. Present student enrollment.
5. Student capacity.

Are the facilities adequate? If not what steps are being taken to make them adequate?

I understand there is a day school serving grades one through six, located north of Dunseith. Does this school fall under your jurisdiction? If so, please provide the above information for this school also. If not perhaps you could tell me who to contact for this information.

Thank you very much for your attention to this matter.

Sincerely yours,

GARY A. MACKENZIE.

DEPARTMENT OF PUBLIC INSTRUCTION,
Bismarck, N. Dak., March 5, 1965.

Mr. LINCOLN JERSTAD,
Superintendent, Dunseith Public Schools,
Dunseith, N. Dak.

DEAR MR. JERSTAD: In accordance with your request for an evaluation of the present school plant facilities of the Dunseith public school system and for an estimate of construction needs for the elementary and secondary departments, a visitation was made to the school on March 4, 1965, to review the facilities relative to enrollment trends and academic needs of all students enrolled in the school. This letter will attempt to summarize my findings.

Elementary classrooms and facilities are inadequate for the pupils enrolled in grades one through six. The elementary building housing some of the sections in grades one, two, three, four, five, and six is a wood frame structure built about 1900. One classroom which is used for students in grades five and six all day is a renovated coalbin basement room. Another basement room is used as a combination elementary classroom and cafeteria. One section of the first grade class is housed in a makeshift room which was originally a stage. The room is too small and lacks proper lighting, heating, and ventilation facilities. The other four classrooms are more suited to elementary work, but the entire building is a firetrap, and should not be considered for remodeling as the foundation and basic structure will not justify the expense involved for such an undertaking. In the newer elementary addition, the classrooms are likewise crowded. For example, a room originally designed for home economics is divided into two classrooms. These temporarily divided classrooms are too small for active elementary boys and girls. No classrooms are available for special education instruction which is badly needed by a considerable number of these elementary students.

Grades 7 through 12 are housed in a separate structure. Large enrollments in grade seven and eight have made this intermediate department crowded. An additional two classrooms are a must to serve adequately the students enrolled in these grades. The high school curriculum does not serve fully the student body with diverse needs. Since a considerable number of students do not enroll in college or continue their education in a postsecondary trade or technical school after graduation from high school, instruction should be available in prevocational and vocation subjects. Such offerings should also help to reduce the number of dropouts. For the present school year (1964–65), no courses are offered in the areas of foreign languages, vocational agriculture, or industrial arts. In fact, outside of a few courses in business education, there are no offerings in vocational education. There is little opportunity to expand curriculum offerings because of the lack of facilities and space. Vocational home economics is being offered, however, it is recommended that courses for wage earning or gainful employment be considered for girls who are not planning to continue their education beyond the high school level. The office education curriculum should be expanded to include course work having definite occupational objectives—shorthand, filing, and office machines should be included.

The State department of public instruction has been impressed with improvements that have been made in recent years by the Dunseith Public School District. There is good interest by the administration, teaching staff, school board, and the community for improving the quality of the educational program. The community has bonded to its capacity to provide funds for construction, however, in spite of these improvements, the school plant continues to be deficient in meeting the needs of instruction for the curriculum presently being offered and for the number of students enrolled. This lack of physical plant facilities presents a serious obstacle for continued accreditation of the school system by the State department of public instruction.

The following is a summary of the construction needs as they appear to me:

Elementary: Grades 1 through 6—

10 elementary classrooms, grades 1 through 6 (more if the enrollment continues to increase—this must be determined by present and future plans of the community and the Bureau of Indian Affairs).
2 special education classrooms.
Storage areas.
1 teachers' workroom.
2 kindergarten classrooms.
Remodeling of the present gym to be used for physical fitness program and the construction of one additional dressing room complete with showers.
1 centralized elementary library.

High school: Grades 7 through 12—

2 classrooms for grades 7 and 8 (intermediate department).
1 vocational agriculture shop, including classroom and storage areas complete with needed supplies and equipment or an industrial arts and trade and industrial education shop fully equipped.
1 music department for vocal and instrumental instruction.
2 general education classrooms for academic subjects.
1 special education classroom.
1 teachers' work space.
Storage area.

In addition to the needs for construction and equipment as listed above, immediate attention should be given to securing equipment for the business education department and elementary and secondary library collection materials.

Sincerely yours,

LEROY H. SWENSON,
Assistant Director of Secondary Education.

BRUNNER HOEFFEL BOHRER & ASSOCIATES, ARCHITECT,
Minot, N. Dak., March 5, 1965.

Re proposed addition to Dunseith public school system.

Mr. E. L. CONROY,
Clerk, Dunseith Public School District No. 1,
Dunseith, N. Dak.

DEAR MR. CONROY: As requested by the board of education, the following is an estimate of space requirements and a cost estimate for construction of same, based on the previous school addition we have recently completed in Dunseith and surrounding areas; and shall be constructed of similar material to your new school, fire resistant construction.

In accordance with your needs to complete your facilities as recommended by the State you would have to add the following:

Elementary school:

1. 10 elementary classrooms.
2. 2 special education rooms.
3. 1 teachers' workroom.
4. 2 kindergarten rooms.
5. 1 lockerroom and showerroom.
6. New boilerroom.

Total estimated area, 17,500 square feet at $16	$280,000
1. Remodel existing gym for physical education	12,000
Total for elementary school	292,000

High school addition:
1. Vocational agriculture shop.
2. Music department.
3. 4 classrooms.
4. 1 special education room.
5. 1 teachers' workroom and storage.

Total estimated area for items 1 to 5, 14,100 square feet at $16	$225,600
Total construction cost	517,600
Equipment for new area	37,000
Equipment for business education	4,000
Grand total	558,600

The very minimum requirements would be as follows:

Elementary school:
1. 10 classrooms.
2. 2 special education rooms.
3. New boilerroom.

Total, 14,000 square feet, at $16	224,000

High school addition:
1. Vocational agriculture shop.
2. 2 classrooms.
3. Music department.

Total, 10,200 square feet at $16	163,200
Construction cost	387,200
Equipment cost	29,000
Total	416,200

All the figures at $16 a square foot include architects fees. If we may be of further service, please do not hesitate to call.

Yours very truly,

H. L. HOEFFEL, A.I.A.

FOREST RESEARCH IN ALASKA

STATEMENT OF HON. ERNEST GRUENING, A U.S. SENATOR FROM THE STATE OF ALASKA

Chairman HAYDEN. Senator Gruening.

Senator GRUENING. Mr. Chairman, members of the committee, I appreciate this opportunity to come before you. The committee has always been very helpful, sympathetic with our needs in the past. We are very grateful for that, and we are very happy that my colleague, Bob Bartlett, is a member of this committee.

I have a rather extensive statement, but I think probably, if it will be agreeable for the committee, to emphasize a few of the high points and then have the statement printed in the record.

I find that there is a certain disparity between the very splendid programs that the President has sent to us, domestic programs, all of which I enthusiastically favor, the antipoverty program, the beautification of America program, the housing program, the restoration of urban area, education program, and the latest one to rid the streets of crime.

These programs are all desirable and deserve support, but the budgetary items often seem inadequate to carry out these programs to success. And we have some very striking illustrations of that in Alaska, one or two of which I would like to point out.

Two years ago, a forest research station was established on the campus of the University of Alaska, and this aimed to reach an entirely new resource that had been hitherto neglected, namely, the interior forests of Alaska.

Along the coast of Alaska, we have two national forests, the Tongass, which is virtually identical with southeastern Alaska, and farther west, the Chugach, which is also on the coast of Prince William Sound. These two forest areas, which have been administered by the Forest Service for half a century total something over 20 million acres, but in the vast interior of Alaska, covering an area of 200,000 square miles, a little more than one-third of the total area of Alaska are stands of timber of various kinds, black and white spruce, cottonwood, birch, aspen. Very, very little has ever been done about these. They have been and are being neglected, ravaged at times by fire and insects. This research laboratory was set up for the specific purpose of finding out to conserve and utilize this vast resource.

The laboratory was designed to provide space and equipment for research projects to be conducted by 14 scientists. Last year, in the first year of operation, the Bureau of the Budget allowed only enough money for four such scientists and the same thing has happened this year.

So here is the laboratory, paid for by Federal funds, here is the resource waiting for this research so that it can be conserved, effectively utilized and marketed. And yet the funds to produce this intended result are denied. How stupid and how wasteful.

I have the figures from the Forest Service, and these three projects, insect research, fire prevention research, and research on marketing, would cost a total of $350,000 a year. That does not seem like a very large sum when measured against these 200,000 square miles covered with timber.

There was a period when a lot of people thought the interior timber was not worth much, but I can assure you as you travel into this area as I have, you will see that there are tremendous stands there. I hope the committee in its wisdom will see fit to appropriate this $350,000 so that this important and overdue research can go on.

It would be a good conservation measure, giving employment which is not in very good shape in Alaska. Otherwise it would be an illustration of poor housekeeping where we have a fine building and equipment and really inadequate funds to operate.

Alaska Mining Research

We have a similar situation with the Bureau of Mines in southeastern Alaska, in Douglas, which is now being drastically cut, and for no good reason. Mining is an industry that has been pretty much neglected by the Federal Government in comparison, let us say, with agriculture. In Alaska with a vast number of minerals not fully known, we need this research, and I am hoping very much that this $350,000 which would enable the mines laboratory at Douglas to keep on functioning would be allowed.

There has been a similar cut in the fisheries research, a bill for the enactment of which we give great credit to my colleague who sponsored it, knowing as he has for many years, the vast importance of our fish-

eries in Alaska. Fisheries were long our greatest resource though topically depleted under the mismanagement of the Federal Fish and Wildlife Service when Alaska was a Territory.

For many years, we had gold mining, but that is out now because of the policy of the Federal Government, which established as gold's selling price, the price fixed 30 years ago, a price at which it is no longer possible to mine gold profitably.

During the years of Federal control, there was a very substantial depletion in our fisheries, which went down from highs in the neighborhood of 8½ million cases in the middle thirties to about 1,600,000 cases in the last year of Federal control, 1959. Now the Alaska State Department of Fish and Game is rebuilding this resource and got it back last year to 3½ million cases.

Bureau of Commercial Fisheries Research

Still, the Bureau of Commercial Fisheries is there with important research projects for which they do not now have the funds. This program was to have $5 million this year for the whole Nation. It has been cut to $2 million. I hope that this amount will be restored. This will benefit every State that has fisheries—not merely Alaska. No one is more familiar with this need than my colleague.

This is a broad program. It applies to all the States of the Union where there are fisheries. Some are interior States with rivers and lake fisheries. No State can get more than 6 percent of the amount appropriated.

Development of National Parks in Alaska

Finally, there is the National Park Service, which apparently has been asked to get along this year with $6 million less than previous years. Not only is our population growing and the impact on the parks greater than ever before, but right now President Johnson is urging people to travel at home, and to that extent help the balance-of-payments difficulty that we are in, and to visit our parks and cities and communities rather than go to Europe.

The national parks are a very important element in this, and I am very hopeful that the modest requests that are made for the parks in Alaska amounting to a little over $2 million will be retained. They include the development for the first time for facilities at Glacier Bay National Monument, which is one of the great scenic wonders of our Nation.

It was established in 1926, and during all these 40 years it has been impossible for anyone but public service officials or private yachtsmen to go there, because there have been no accommodations. This is an area where the season is so short that the usual Park Service custom of having private concessionaries build the facilities and operate them was not practicable, so this year the Government for the first time is building these facilities.

This will enable the people to come up by the Alaska ferry which is a project financed wholly by the people of Alaska. The people of Alaska authorized a bond issue of $23 million, and this appropriation for the Park Service in Alaska is only a little over $2 million.

Those are the four things I would like to emphasize. Additional money for the Forest Service for research, additional money for fisheries, additional money for the Bureau of Mines operations, and no diminution in our Park Service budgets.

I think those are all pretty reasonable, logical requests. The total amount involved is not very great. I go into fuller detail on this in my statement.

Additional Funds for Forest Research Laboratory Personnel

Senator Bartlett. Senator Gruening, you requested $150,000 for personnel at the Forest Research Laboratory at the University of Alaska. Is that in addition to the budgeted amount?

Senator Gruening. Yes; it is. The budgeted amount allows only for four researchers and timber management research.

Senator Bartlett. How much money?

Senator Gruening. I can supply the information in detail. The Forest Service program at the laboratory in College requires $450,000 for fiscal year 1966 if it is to operate fully. The budget request sent to the Congress is $100,000 and falls far short of the need.

Senator Bartlett. In your detailed statement, do you break down the purposes to which this $350,00 would be put?

Senator Gruening. The budget request for $100,000 for the Forest Research Laboratory at the University of Alaska for fiscal year 1966 is identical to the previous year. It pays the salaries of four researchers and provides funding for them to work on timber management problems.

But the laboratory is understaffed, badly understaffed. With a full staff of 16 researchers the Forest Service could get to work on programs to study the insect ravages of the interior forests. The researchers could study the terrible fire hazards to see how they can be met. And work on timber management would continue.

By adding $350,000 to the present request of $100,000, the work could start immediately. The Forest Service tells me researchers are available, but, of course, the funds are needed.

The additional $350,000 I request for the laboratory includes $100,000 for fire problems research, $100,000 for insect ravages research, and $150,000 for personnel, and the work would be useful throughout the forest areas of the State.

Bureau of Commercial Fisheries Research

Senator Bartlett. Do you fully feel that the amount authorized under the Commercial Fisheries Research and Development Act of 1964, namely, $5 million, should be allowed?

Senator Gruening. I do. I feel that very strongly and no one has been more assiduous in trying to build up our fisheries than you have, my colleague. You know it is an ironic fact that the two great industries on which Alaska depends in the territorial days have both suffered from either Federal neglect or positive adverse action. Under Federal control our Alaskan fisheries were sadly depleted, and gold mining is subject to this unique prohibition against which you have protested at hearings—a paradox under our free enterprise system that this one industry uniquely is compelled to sell its product at a price

established 30 years ago when the costs of operation, the cost of labor, the cost of equipment were very much lower, all of which costs have gone up, and is now compelled to sell to the one agency; namely, the Federal Government which imposed this restriction.

The result is our gold mining is on the way out and practically extinct and this is particularly inexcusable in view of the gold shortage that we have. Other gold-producing nations are cherishing their gold supplies, building them up or subsidizing gold mining and yet we have tried repeatedly to try to get the Treasury Department to come up with some alternatives to the various proposals we have made to help our gold miners. They don't like our proposals, but so far we have been unable to propose anything better.

As far as the fisheries are concerned, they are not producing as they did in their hey day of 25 years ago. They are half as large in volume or a little less, but I am hopeful that by this research that you have promoted and the other measures that we are trying to get funded, the fisheries can come back under the wise management of the State department of fish and game and with the assistance of the research by the Bureau of Commercial Fisheries.

So I think the restoration of this full amount, not the $2 million as the budget allows, but $5 million is very important.

Senator BARTLETT. It is curious to me, Senator Gruening, curious indeed that the budget did not contain the authorized amount of $5 million. This is particularly so, Mr. Chairman, because, as Senator Gruening has noted, the bill upon which this is predicated became a law last year and it had a life term of 5 years.

In the role of a supplicant and one puts on the proper mantle always before going to the Bureau of the Budget, I fought for a supplementary appropriation last year to get this thing started, particularly in view of the fact that the life of the program was only to be for 5 years.

There was an adamant refusal, but a virtual assurance made in person to me that the 1966 budget would contain the full amount.

What do we discover now? That they asked for only two-fifths of the amount needed. Practically every State in the Union has a vital interest in this. I happen to have acted as chairman in the Commerce Committee when the bill came on for hearings. We had 40 or 50 people here from the various States. Most of these States had been more forehanded than the Federal Government.

They put the money aside marking their share of their contribution to this program. It was on a sharing basis, 75–25. They are ready to go. If they go at all under this $2 million allocation it will be on a much diminished scale and in some cases, it will be scarcely worthwhile.

For example, South Carolina, which for many good reasons had a particular interest, will receive only $10,000. Well, what can they do with $10,000. I am glad, Senator Gruening, you emphasized this particular program. It needs emphasis.

CLOSING OF BUREAU OF MINES FACILITY

I am glad, too, that you made special reference to the intention to close the Bureau of Mines establishment or virtually close it. It was

an odd thing, Mr. Chairman, that in making the announcement of the intention to close to the members of the Alaska congressional delegation, the Interior Department handed us a release without any preliminary conversations saying this was going to be done at a saving of $350,000, which would be effectuated.

It was a phony saving because these people were working up there and would be moved elsewhere. They are not going to be paid in Alaska. This was going to be done, because the announcement said, first they had not made any great discoveries, and secondly, the cost of doing work in Alaska was somewhat higher than elsewhere.

This should have not been startling to the Interior Department. They knew that long ago. At the very time we were told that the Bureau of Mines was not making any significant progress in Alaska was the very time, in the same general period when startling new discoveries had been made in Alaska of oil, gas, copper, and iron ores.

Senator GRUENING. And beryllium.

Senator BARTLETT. I did not intend to make a speech here and interrupt you.

FOREST SERVICE ECONOMY

Senator GRUENING. I am in full accord with what you have presented so eloquently. It seems to me this is the falsest type of economy. This forest service economy is a striking example of that. Just think, Mr. Chairman, of 200,000 square miles of timber and that is what we have in Alaska. It extends up to the Arctic Circle and beyond. They are great stands and they have been totally neglected all these years. This $350,000 a year for a few years will enable this great resource to come into use and would help galvanize the entire economy of Alaska.

Chairman HAYDEN. We thank you for your statement.

(The prepared statement of Senator Gruening and other data submitted by him follows:)

STATEMENT OF SENATOR ERNEST GRUENING

Mr. Chairman, the President has sent to us many magnificent domestic programs, all of which I favor. Among such programs are the antipoverty program, the beautification of America program, the housing program, the restoration of the urban areas program, the education program, and a program to rid our streets of crime. Such programs are needed and deserve our support.

However, it is rather disappointing when we see the budgetary items to carry out these programs.

Too often they fall far short of the needs. Cuts or complete absence of funding of certain items seriously impair the programs of the President.

In Alaska we have some striking illustrations. Two years ago a forestry research laboratory was established on the campus of the University of Alaska. For the first time an effort was to be made to do something about studying with a view to conserving and utilizing the vast interior forests of Alaska, which cover an amazing 200,000 square miles of land, a little less than one-third of the area of Alaska. Those forests do not include the two national forests along the coast—the Chugach and the Tongass with their nearly 21 million acres.

In Alaska's vast interior great timber stands of white and black spruce, poplar, aspen, cottonwood, and other trees are largely going to waste. We do not know very much about them. Some of them are being ravaged by insects and others are being destroyed by fires. A marketing problem exists. The forest research laboratory located at College, which is near Fairbanks, is designed to study the problem I have described. It is a testing ground for the development of projects for combating destruction by fire and insects and for ascertaining how to process and market the timber.

Now what has happened since the laboratory was built?

Established with a presumed budget to provide 16 researchers and scientists, the laboratory is staffed by only 4. The Bureau of the Budget cannot see a need for increasing the number. So last year they allowed only four and this year they allow only four. Meanwhile, the interior forests are wasted, when the need is so obvious, when the investment can be so productive. If we could utilize these vast stands of timber effectively they would provide great revenue for Alaska and for the rest of the United States. They would give a boost to employment and this would be conservation of the finest variety.

The added appropriation of $350,000 for the forest research laboratory at the University of Alaska would provide the necessary full staffing of 16 researchers and scientists and give these men the money necessary to conduct fire and insect research. The Forest Service can use $100,000 for fire research at College and a second $100,000 for insect research.

I also urge the subcommittee to add to the Forest Service budget the sum of $80,000 for forest products marketing and utilization research at Juneau.

Further in my testimony I describe in detail the type of research which can be done with this money.

In another area of great importance to Alaska the Bureau of the Budget has reduced drastically the personnel in the Department of the Interior's Bureau of Mines in southeastern Alaska at Douglas.

Mining is neglected by the Federal Government. I outline in detail the desirability of appropriating an additional $350,000 to be used for the staffing of the Bureau of Mines Office at Douglas, Alaska.

For example, how are we to beautify the landscape in Federal areas if inadequate funding exist to carry out such programs? Shall we merely talk about beautification or conservation?

Before commenting specifically on the proposed Department of the Interior budget, I want to express my deep appreciation to you and your committee members for your interest in and assistance to the State of Alaska. Many economic advances in my State, some of major significance to the future of the Nation's economy, came because of the actions of this subcommittee.

The young Alaskans who are educated in modern Bureau of Indian Affairs schools can contribute more responsibly and responsively to our Great Society as well as to the State.

Fishermen who will have better boats, improved gear, and better knowledge, thanks to the Commercial Fisheries Research and Development Act of 1964, will be better equipped to meet the challenges hurled at them today by the fishermen of the foreign fleets who invade our waters. That act, authored by my good friend and colleague, Bob Bartlett, should receive the full funding authorized by the Congress. The administration budget contains $2 million for fiscal year 1966 to get our commercial fisheries research and development moving. I urge the committee to increase that amount to the maximum $5 million.

Alaska's commissioner of fish and game, Mr. Walter Kirkness, a man extremely knowledgeable in fishing matters, advises me that full implementation of Public Law 88-309 is essential not only to Alaska but to all States with fishery programs.

Alaska, I know, has the goal of full development of its fishing industry, and since statehood under the leadership of Gov. William A. Egan, has accepted responsibility for the management of its fishery resources and steadily improved the salmon stocks and increased the sea harvest.

The Federal Government, which still owns most of Alaska, has a staggering investment in the State. Consider that Federal landholdings in the State constituted 99.773 percent of the Alaska land area. Only 828,696 acres of land in the State are owned by others than the Federal Government.

I recently read the annual inventory report of the General Services Administration on real property owned by the United States as of June 30, 1964. The figures I quote today come from that report. Less than 1 year ago the Federal Government held 364,652,904 acres of land and buildings totaling 48.4 million square feet. Their value was $2.047 billion. Further the Alaska landholdings by the Federal Government represented nearly 50 percent of the national total of 770.5 million acres.

The Department of the Interior in fiscal year 1966 requests approximately $44.5 million to fund its programs in Alaska, according to information supplied to me by the Department earlier this year.

This total breaks down as follows:

Bureau of Land Management	$4,605,700
Bureau of Indian Affairs	24,199,888
National Park Service	2,328,150
Outdoor Recreation	2,000
Geological Survey	3,184,000
Bureau of Mines	169,000
Commercial Fisheries	3,921,000
Sports Fisheries and Wildlife	664,365
Bureau of Reclamation	2,049,000
Office of the Secretary	253,400
Alaska Railroad	3,000,000
Total	44,376,503

The Department of the Interior's budget for Alaska for fiscal year 1966 includes funds to help the State recover from the tragic, unprecedented March 27 earthquake.

THE ALASKA RAILROAD

The Alaska Railroad, normally self-financing, requests $3 million to complete the financing of earthquake disaster recovery costs. The Alaska Railroad is the only railroad owned by the Federal Government, and I daresay the owners sometimes would prefer that the railroad were privately owned. But I want to commend the Department for its generally excellent management of the railroad which is a major lifeline within our State. Our roads are few because for 40 years, from its enactment in 1916 until 1956, Alaska was denied inclusion in Federal-aid highway legislation with the result that Alaska entered the Union in 1959 in the unique situation—unthinkable in any of the older States where not merely a few but a majority of our communities are unconnected by highway or railway.

Statistics prove that if Alaska had shared on an equal basis with the other States in roadbuilding programs instead of being totally excluded from the benefits of the Federal highway aid legislation—although paying all Federal taxes—Alaska now would have an adequate highway system. Alaska has been subject to all of the Federal taxes over the years which the other Federal States have paid. As a matter of fact, through taxes, Alaska helped support the Federal-aid highway program since 1916 although excluded from it totally for 40 years. Even now Alaskans have paid since 1956 the special taxes on tires, tubes, gasoline, oil, new automobiles, trucks, buses, and trailers through which the interstate throughway system is supported, although Alaskans are deprived of all the benefits from this fund.

It takes a long time to catch up and it will be some time before the highway system in Alaska is even adequate. It is a long way to Fairbanks from Nome—some 519 miles by air—and today one cannot travel unless one uses the highway of the sky, for no road connects these two cities. I look forward to the day when roads link the major cities of Alaska for we must develop this land if we are to see it prosper.

Our cities are scattered around an area one-fifth the size of the contiguous 48 States, so it is reassuring to know that the railroad which stretches from Fairbanks in the central interior to Seward on the eastern side of the Kenai Peninsula provides a continuing metal link which helps tie together the Alaskans who live along it.

The March 27 earthquake made a shambles of a good deal of the 185 miles of railroad from the Matanuska Valley south to Seward.

Let me quote a few of the striking facts about the damage as reported in the U.S. Geological Survey Report Circular 491 by Arthur Grantz, George Plafker, and Reuben Kachadoorian.

TRANSPORTATION ROUTES

THE ALASKA RAILROAD

The Alaska Railroad was extensively damaged by the earthquake. Damage was caused by (1) seismic shock, (2) landslides, (3) subsidence, (4) fractures through right-of-way, bridges, and buildings, (5) wave action, (6) fire, and (7) inundation of subsided area during high tide.

Damage was severe to railroad bridges from Matanuska south to Seward (fig. 2). Most of the bridges in this 185-mile stretch of the railroad are cambered from compression. At the head of Knik Arm, there was horizontal and vertical displacement of piles and subsidence of shearing of piers. At Portage, Twenty-Mile Bridge failed due to compression and subsidence (fig. 14B).

Northward from Matanuska to Hurricane, which is halfway between Anchorage and Fairbanks, steel jammed tight in most of the bridges. Damage ranged from moderate near Matanuska to slight at Hurricane; north of Hurricane no report of damage has been received.

Large areas subsided at Knik Arm and in the Portage area at the head of Turnagain Arm. In the Portage area, unconsolidated sediments underlying about 4 or 5 miles of the right-of-way subsided due to a combination of compaction of the unconsolidated sediments and regional subsidence. The amount of subsidence (regional and compaction combined) is unknown, but locally may be as much as 7 feet. During the high tides of April 13 to 14, 1964, much of the right-of-way was inundated as well as the town of Portage. Erosion during these high tides washed out some of the railroad.

Extensive landslide damage occurred along the railroad at Potter (fig. 4B), about 9 miles south of Anchorage, and near the southeast edge of Kenai Lake. The longest slide near Potter is about 1,500 feet long. Additional damage was done by avalanches (fig. 4C).

The Alaska Railroad facilities at Portage, Whittier, Seward, and Anchorage also were damaged—those at Portage by fractures; those at Seward by submarine landsliding and large waves; and those at Whittier by wave action and fire. The railroad shops at Anchorage were damaged chiefly by small landslides.

The railroad spur from Portage to Whittier was severely damaged between Portage and the tunnel, but neither the tunnel nor the mile-long section between the tunnel and Whittier were harmed.

The Department of the Interior knows the value of the Alaska Railroad.

When a decision had to be made as to whether or not the facilities at Seward would be rebuilt, the Department acted affirmatively. Words to describe the meaning of that responsive and responsible action meant to the State and specifically to the men, women, and children of Seward are many, but one word will suffice. That is "faith."

GEOLOGICAL SURVEY

The U.S. Geological Survey tells me that $3,184,000 of its overall budget, while not specifically budgeted for the State, will be used in Alaska as follows:

Topographic surveys and mapping, $466,000; geologic and mineral resource surveys and mapping, $2,266,000; marine geology and hydrology, $131,000; water resources investigations, $592,000; conservation of lands and minerals, $256,000; general administration, $103,000.

The Geological Survey proposed budget of $72,826,000 for fiscal year 1966 exceeds the previous year's by $5,571,000. I am advised that $2,241,220 of the increase will be used for urgently needed high-priority geologic programs in earthquake seismology. This research is of the utmost importance.

Alaska's Good Friday earthquake was the biggest ever recorded both in intensity and extent of area, registering between 8.4 and 8.6 on the Richter scale and shaking an area of nearly 500,000 square miles for nearly 5 minutes. It shook water in the Gulf of Mexico and displaced the earth's crust as far west as Hawaii. In Alaska it was responsible for the deaths of more than 100 persons and caused damage exceeding $400 million.

An informative article written by Lawrence Lessing, entitled "Solving the Riddle of the Shuddering Earth" appeared in the February 1965 issue of Fortune. Author Lessing suggests:

"Evidence is growing that the Alaskan quake marks a real turning point. While the reverberations from aftershocks still continue and rebuilding goes on apace, a long-range scientific effort is at last getting underway to solve the riddle of what causes earthquakes."

We would be wise to encourage every effort to learn more about the causes of earthquakes and, more important, to learn how they may be predicted, but likewise to learn what may be done to mitigate their damage.

Danger from earthquakes is not confined to the Western United States alone. Writes Lessing:

"The Utah-Montana-Wyoming triangle has been active recently. A century and a half ago three big quakes in quick succession struck New Madrid, Mo.; and in 1886 Charleston, S.C., was devastated. The mid-Mississippi Valley, the southern coast, the St. Lawrence River Valley, and even the New England area around Boston are all seismic regions that have been active in the past. The fact that an area has been quiet for a long time is no reason to believe that it will not be struck tomorrow, with catastrophic results even to such a seemingly impervious city as New York."

We know that the March 27, 1964, earthquake is the subject of the most intensive study ever made of an earthquake. And properly so.

What are the clues which appear prior to an earthquake which could give inhabitants of the area a warning in advance of the actual tremor?. Mr. Lessing reminds us that an oil-prospecting magnetometer registered a curious shift on field just prior to Alaska's Good Friday quake.

So let us move ahead and learn all we can.

The work proposed by Geological Survey to help man better know the composition and nature of the earth and the processes going on within it; to understand and be able to predict earthquakes and volcanic eruptions; to study southeastern Alaskan coastal communities to appraise potential hazards from future earthquakes; to make engineering geologic and geophysical studies to aid in planning efficient and safe development of urban areas; to continue study for highways or flood control systems; to continue investigation of submarine slides in the Prince William Sound are, to name but a few, should have the highest priority.

National Park Service

The 87th and 88th Congresses have added substantially to the work of the National Park Service by creating a number of national seashores, the first national riverway in the Nation, the Ozark Rivers National Riverway in Missouri, and a new national park in Utah. We are keenly aware of the need for preserving this Nation's natural beauty and for providing recreational facilities for the public. But administering these areas costs money. Therefore, I am surprised to see that the National Park Service in fiscal year 1966 while anticipating many million more visitors hopefully expects to operate on $6 million less than fiscal year 1965. I hope the Service has not cut back on needed programing.

The budget requested for Alaska totals $2,328,150. It is broken down as follows:

Management of park and other areas	$280,400
Forestry and fire control	7,650
Maintenance and rehabilitation of roads and trails	159,000
Maintenance and rehabilitation of buildings, utilities, and other facilities	207,400
Construction of two 3-bedroom residences at Bartlett Cover, Glacier Bay National Monument	96,000
Utilities for same	3,600
50-passenger cruise boat for Glacier Bay	241,000
Boat fueling facilities	13,300
Glacier Bay roads, trails, driveways, walks	3,100
Construction of warehouse dock and freight float at Indian Point, Glacier Bay	74,700
Rehabilitation of waterpower and heating system at McKinley Park Hotel	485,000
Reconstruction of 3.7 miles of McKinley Park road from mile 26 to Teklanika River	603,000
Reconstruction of Lower Igloo Creek Bridge	154,000
Total	2,328,150

I have on previous occasions described to this subcommittee the beauties of the Alaska's national monuments and one national park. The subcommittee has been understanding and thoughtful and has helped Alaska develop these resources.

Visitor facilities at Glacier Bay National Monument soon will be constructed. When they are ready, I hope each of you will come to Alaska and use them and see the wonders of this nearly 2.3-million-acre monument with its boundaries less than 50 air miles from Juneau.

And we of Alaska appreciate the subcommittee's approving the request of the National Park Service to revise its accommodations building plans at Glacier Bay by providing accommodations for 50 overnight guests rather than 30.

I believe the day will come much sooner than anticipated when these facilities will be inadequate, and I predict that similar need will occur at Mount McKinley National Park. They are needed if the visitor count is to be made. The facilities at Mount McKinley are nonexistent.

BUREAU OF MINES

One of the most surprising proposals included in the budget of the Department of the Interior is an entirely unexpected one for reduction of operations in Alaska of the Bureau of Mines. The Department proposes to eliminate 20 positions from its staff in Alaska, resulting in virtual elimination of a Bureau of Mines office and laboratory facility at Juneau; actual elimination of the Anchorage Health and Safety Office and abolishment of positions of 3 employees at Anchorage engaged in mineral resource development work. The proposed reduction of $350,000 will cripple operations of the Bureau of Mines in Alaska. The $350,000 must be restored.

It is impossible for me to comprehend the process of deliberation resulting in these proposals of the Department of the Interior. Of all functions of the Department in Alaska, one of its most important should be work leading to development of our mineral resources. In Alaska the work of the Bureau of Mines and the Geological Survey should be emphasized and expanded beyond efforts in the past. Certainly, they should not be cut.

It is elementary that all our national programs for elimination of poverty and for economic prosperity require the maintenance and healthy condition of every sector of the economy. The mining industry has long been the stepchild of the Government, while the transportation industry, manufacturing concerns, aerodynamics industry, and agriculture have long been subsidized by direct or indirect Government assistance. The mining industry has, for entirely too long, been completely neglected. It is the Nation's stepchild. This has been particularly true of the gold mining industry which can be said to have suffered not only neglect but deliberate deprivation of rights by arbitrary action of the executive branch of the Government. Surely, it is time to reverse this trend and not take action which is certain to exacerbate the depressed conditions of the mining industry.

Alaskan mineral resources have only begun to be explored. The development of known resources and exploration for additional reserves of ores will be very important projects for many years in the future. The population growth of the Nation and the need for solving problems of unemployment make all more urgent rapid progress in the utilization of the great resources of Alaska.

Thus, I urge this committee to protest the incredible proposal to reduce Bureau of Mines operations in Alaska and, instead, restore to the Interior appropriation funds necessary to operate the Bureau at a level at least equivalent to that at which it has been maintained in the past year.

As a matter of fact, the Department of Natural Resources of the State of Alaska has urged me to recommend a program expanding services of the Bureau of Mines and related agencies of the Interior Department in Alaska. Officials of the State have described the need for new approaches to exploration operations in Alaska which would require not only maintenance but increase of present staff and facilities.

The Deputy Commissioner of Natural Resources, Mr. Charles F. Herbert, pointed out in a letter to me of October 5, 1964, the particular requirements for a new program in Alaska which the State believes would be very useful.

"It is true that the U.S. Geological Survey now enters into joint projects with the States and these have been worthwhile. Furthermore, the U.S. Bureau of Mines does a good job in the execution of exploration projects on specific mineralized structures. It would not be in the national interest to curtail the activities of those agencies; on the contrary expansion is desirable. However, there is a distinct gap between the highly important, professional geological work done by the USGS and the practical trenching, drilling, sampling and other evaluation work done by the USBM. We believe that there is a distinct need for the identification of relatively small areas that give promise of containing valuable mineral deposits. The rapid dissemination of information

on such areas to the public is important, so that individual prospecting efforts may be encouraged and given a better chance of success."

Thus, the proposal to cut operations of the Bureau of Mines in Alaska is completely contrary to the interests of the State. As evidence that my reaction is shared by State officials, I wish to have inserted in the record of this hearing the text of:

(1) A stateemnt I made in the Congressional Record on February 19;

(2) A letter to Secretary Udall from Gov. William A. Egan;

(3) A letter to my colleague, Senator Bartlett, from Alaska State Senator Pearse M. Walsh;

(4) A letter to the Secretary of the Interior from the Alaska State Chamber of Commerce;

(5) A telegram to me from the commissioner of natural resources of the State of Alaska, Mr. Phil Holdsworth;

(6) A letter to my colleague, Senator Bartlett, from Dr. Richard A. Cooley, a distinguished economist and student of Alaska development; and

(7) A letter to the Secretary of the Interior from Mr. William R. Towsley, chairman, Industrial and Resources Development Committee, Greater Fairbanks Chamber of Commerce.

UNWISE ALLEGED ECONOMIES INHIBIT RESOURCE DEVELOPMENT AND ECONOMIC IMPROVEMENT

Mr. GRUENING. Mr. President, I must report that everyone in Alaska concerned about the well-being of the mining industry is shocked and unbelieving at a proposal by the Department of the Interior to reduce drastically the Alaska activities of the U.S. Bureau of Mines.

Specifically, according to information furnished to me by the Department, the Bureau would reduce personnel at the Alaska Bureau of Mines Laboratory, which is located at Douglas, across Gastineau Channel from Juneau, the capital, from 26 to 9. At the same time, it is proposed that the Anchorage Health and Safety Office, which has two employees, be closed entirely, and that three employees stationed at Anchorage, and engaged in mineral resource development work, be eliminated. The last three consist of a petroleum engineer who is conducting investigations of the oil and gas industries of Alaska, and two employees who are engaged in sampling and analyzing coal from Alaska mines which is supplied to military bases near Anchorage and near Fairbanks.

The Department of the Interior claims that these actions will save $350,000 a year. This may be true, Mr. President—but at what a cost.

The Division of Mines and Minerals, of the Department of Natural Resources of the State of Alaska, using an area comparison method so highly favored by both oil and mining geologists, but limiting it to the 11 Western States and current economic conditions, concludes that only the lack of exploration and development prevents Alaska from now having an annual mineral production of $250 million, a short-range goal of $500 million, and a future goal of $1 billion.

The closures and reductions now advocated by the Interior Department would dim this bright prospect, if not extinguish it. Thus, we would lose an operation designed to reduce, not Alaska's, but the Nation's economic, and even political, dependence on foreign suppliers of minerals.

The proposed action is a startling denial of the opinion of the world's largest copper producer, as expressed by M. J. O'Shaughnessy, manager of the New Mines Division of the Kennecott Copper Corp. Mr. O'Shaughnessy, in addressing the Fairbanks Chamber of Commerce, 2 months ago, said that the total of those areas in Alaska which have favorable geology, by comparison with developed countries, indicate that Alaskan mineral production should reach $5 billion a year. A similar comparison and optimistic conclusion, without mention of a definite production figure, was made about a year ago by Paul A. Bailly, president of Bear Creek Mining Co., Kennecott's exploration company.

The Department of the Interior notes that the Bureau of Mines' exploration and development program grew to considerable size during World War II and the Korean war, but that it was not cut back as much in Alaska as it was in the other States. Nevertheless, the Department statement observes that "progress has been almost imperceptible." Apparently, it is concluded that a program that has not demonstrated sufficient worth in a 24-year period should be

abolished, without any attempt to evaluate the work that has been done and the information that has been compiled, or to see whether such work and information, as well as the excellent facilities and competent personnel in Alaska, can be incorporated into a program that does not suffer from arteriosclerosis.

Mr. President, we Alaskans think the national demand for mineral supplies, free from the uncertain policies of other nations, is much too great to permit the eradication of an organization that has the capability of giving powerful assistance to the meeting of that need. We are convinced that the Alaskan branch of the U.S. Bureau of Mines has that capability. The files in the Douglas, Alaska, office are filled with unpublished information that can be made useful when available to the public, and the laboratory and the equipment are first rate. Even more important, the well-qualified staff of the branch has experience and knowledge that would be wasted if staff members were to be scattered through other Bureau branches.

In response to the often repeated demand for an "inventory" of Alaska's mineral resources, we are certain that, acting on newly revised directives, the Alaska branch could make rapid strides toward the preparation of an inventory of attractive exploration targets, through the use of its own information and trained fieldmen. When the better exploration targets are identified and when the investigative efforts are published, private companies will be induced to spend far more on actual prospecting and development than was spent by the Bureau.

It is not difficult for a newly appointed administrator, such as the Bureau of Mines now has, to discover a situation that requires corrective action, nor is it difficult to amputate a seemingly unproductive function. In our opinion, the real test of administrative quality is the ability to recognize a need that is not being met, to establish a goal, to redirect all efforts toward reaching that goal, and to employ fully all that is useful in the earlier work.

There is no duplication of effort in the work of the Bureau of Mines, the Geological Survey, and the State division of mines and minerals. Instead, all three agencies complement each other to such an extent that the practical loss of one will reduce the effectiveness of the others. The Geological Survey bears the burden of mapping all of the geology of the State, and incidentally noting evidence of mineralization. In unusual cases, the Survey undertakes detailed work on a mineralized locality, as has been done on the tin-beryllium deposits near Lost River, on Seward Peninsula. In that instance, close field and office cooperation with the Bureau of Mines was at least partially responsible for the initiation of a large development project by a private company.

The division of mines and minerals does not attempt large-scale geological mapping or detailed examinations of prospects, since these jobs are well handled by the Geological Survey and the Bureau of Mines, respectively. Instead the division relies heavily on the work accomplished and the assistance given by these agencies, in its job of making detailed geological mapping and evaluation of prospecting targets.

Mr. President, my colleague, Senator Bartlett, in discussing this proposed action, last week—while I was away from Washington, attending the fifth Mexico-United States Interparliamentary Conference, as one of the appointed representatives of this body—confessed himself "amazed, bewildered, surprised, and shocked" at the Interior Department's plans. Our Governor, the Honorable William A. Egan, describes the Interior Department's proposal as "one of the most ill-advised, short-sighted actions" he has ever known a government agency to contemplate. I share the views of my fellow Alaskans: and the only reason why I have not expressed myself previously is that I have been away from this floor, on official business.

Mr. President, I earnestly express the hope that the Bureau of Mines in Alaska will receive more, rather than less, support from all of the people who in the future will urgently require the minerals from prospects that must be found today and in the next few years. These people are the people of the United States.

CURTAILING BUREAU OF MINES INVESTIGATIONS AND LABORATORY OPERATIONS

STATE OF ALASKA,
Juneau, February 11, 1965.

Hon. STEWART L. UDALL,
Secretary of the Interior,
Department of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: The decision of the Department of the Interior to curtail Bureau of Mines field investigations and laboratory operations in Alaska is one of the most ill-advised, short-sighted actions by a governmental agency in recent years—and I take strong exception to it.

This action also represents one of the most impressive examples of false economy that has come to my attention. If it makes sense to reduce Bureau of Mines operations in the largest State in the Union, one known to contain most of the strategic materials required by a modern, industrialized nation then it would make just as much sense to eliminate the Bureau of Mines altogether.

That would certainly result in considerable savings to the Government.

If the role of the Bureau of Mines is to assist in the development of the Nation's mineral resources, then I am at a loss to understand the proposed curtailment of its activities in Alaska. The surface has only been scratched in developing the mineral resources of this State, which is the Nation's last great domestic source of essential minerals.

Should oversea sources of these minerals be closed to us—and this is not a remote possibility in this troubled time—then American industry will have to look to Alaska. And at the present time the task of inventorying the mineral resources of Alaska is far from complete. I maintain it is in the national interest to carry forward this vital task.

To date, the Bureau of Mines, Geological Survey, and Alaska Division of Mines and Minerals have complemented one another in determining the extent and commercial availability of Alaska mineral resources. There is no overlapping of function. The Bureau, of course, has been hampered in its work by the directives issued during World War II and which are still in effect. I refer specifically to the directive requiring that the wealth of information the Bureau has compiled regarding Alaska mineral resources be withheld from the general public for long periods of time. This directive, issued from Washington, might very well be the reason for the conclusion that progress in Alaska operations "has been almost imperceptible."

I maintain that if the Bureau in Washington would take a close, hard look at its administration of field operations, with a view to making them more effective, then there would be very real progress in these operations.

I would like to emphasize at this point that despite the hampering directives under which they must work, Bureau personnel in Alaska have made signal contributions to the overall understanding of the extent of mineral resources here. Statistics prepared by these personnel have been of great value to the State, which is able at this time to do only limited work in this area.

Collectively, these personnel have a vast knowledge of Alaska—and if they are dispersed to other States this knowledge will be lost forever. What a waste this would be, Mr. Secretary.

I would like to quote briefly from a Bureau of Mines publication prepared at Juneau on December 28, 1964. The opening sentence gives an indication of the type of statistics made available here—and supports my view that there is more reason than ever for the Bureau to continue, and even expand, its Alaska operations:

"Value of 1964 mineral production in Alaska reached an alltime high of $71 million, an increase of 5 percent over the previous record year of 1963, according to estimates of production compiled by the Bureau of Mines, U.S. Department of Interior * * *."

The invaluable information developed by the Bureau of Mines in Alaska, the Geological Survey, and Alaska Division of Mines and Minerals is largely responsible for the great increase in Alaska mineral prospecting and development over the past several years. It may be of interest to you that the staking of claims in Alaska in 1964 increased 152 percent over 1963, and several large companies are giving serious attention to important mineral discoveries in the State.

The most spectacular discovery—of an estimated billion tons of iron—was made by the Pan American Petroleum Corp. in the Lake Ilianna area of Alaska, which is close to ocean transportation and low-cost fuel supplies. The attention of the United States Steel Corp. has been drawn to tin and beryllium deposits on the Seward Peninsula, and the Kennecott Copper Corp. plans extensive development work at its Ruby Creek copper mine in the Kobak mining district. A new town named Bornite has been established at the mine.

These are only several of the important developments that have been taking place in Alaska. They hold promise of more jobs for Americans, especially Americans living in the remote areas of Alaska who are in the lowest income brackets. Hasn't President Johnson made crystal clear his desire to improve the lot of such Americans?

I must reiterate that the present time, when mineral prospecting and development in Alaska are at a high level and the world demand for mineral resources is unprecedented, is no time to plan a reduction of operations of an agency which exists to assist in this critical development.

I would like to refer you to a statement by President Johnson in his first budget message to Congress:

"When budgetary restraint leads the Government to turn its back on new needs and new problems, economy becomes but another word for stagnation."

I believe the late President Kennedy, always an eloquent advocate of the need to keep the Nation moving ahead, would have wholeheartedly supported such a statement.

We must continually move forward and seize every opportunity which presents itself if we are to remain a great nation. The vast mineralized area of Alaska—so little of which has been developed—constitutes such an opportunity.

I urge the Department as strongly as I know how to reconsider its decision to curtail activities of the Bureau of Mines in Alaska.

Sincerely,

WILLIAM A. EGAN, *Governor.*

JUNEAU, ALASKA,
February 9, 1965.

Hon. E. L. (BOB) BARTLETT,
U.S. Senate,
Washington, D.C.

DEAR BOB: What has happened all of a sudden the various agencies are to be shut down in Alaska? Do we have the "mange"? The recent notice by the Interior Department to close the U.S. Bureau of Mines is the last straw, I think. Just when Alaskan basic ores are being developed, by the well-known and leading mining concerns. Makes one wonder what has happened back there to the Department of Interior.

We will introduce a resolution begging them to reconsider before they take the drastic measure, and transfer such men as Jerry Herdlick, John Mulligan, Bob Berryhill, and Bob Warfield, and many others, who are solid Alaskan citizens and dedicated men to the mining industry. These men have deep roots here, and their children are all a part of this great State. The announcement of this office closure is so shocking it scares me. What will the large mining concerns think? Let alone us, who are seeing the untold results of the wonderful work of the men of the Bureau of Mines. Makes us all shudder.

I know you and Senator Gruening and Representative Ralph Rivers are well on to this and only hope that we can help by our protests and the resolutions.

Sincerely,

PEARSE M. WALSH.

ALASKA STATE CHAMBER OF COMMERCE,
Juneau, Alaska, February 9, 1965.

Hon. STEWART L. UDALL,
Secretary of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: The members of the Alaska State Chamber of Commerce were surprised and shocked yesterday to read a news announcement that the Department of the Interior plans a drastic reduction in the operation of its Bureau of Mines and Minerals in Alaska. Almost without exception, all major economic studies conducted on Alaska by such reputable firms as Battelle Memorial Institute, Arthur D. Little, Inc., and the Wolfe Management Services all

indicate that our State's future is directly tied to the development of our natural resources. Certainly at a time when our mineral industry is generating renewed activity, we should not consider reducing the services of the Bureau.

It is our understanding that the work force will be reduced from 26 to 6 in Juneau and that the 2 health and safety officers in Anchorage will also be eliminated at an estimated savings of $350,000. The Alaska State Chamber of Commerce is very cost conscious, but we feel that the saving of this relative small sum of Federal funds would be false economy. Just one major mineral strike would more than justify this small expenditure which can result in the creation of needed new jobs.

With the present unrest that exists in the world, there is a strong possibility that the United States and the free world will be forced to develop new resources areas, and Alaska appears to offer one of the greatest potentials for America's future needs for minerals and related resources.

The news announcement indicated that your Department of the Interior had stated that the Bureau of Mines program in Alaska has been abnormally costly and that progress has almost been imperceptible, measured against the task to be accomplished. Certainly if the program is out of tune to the times, the solution is to bring it in line with our needs and not to practically abolish its services in Alaska.

We wish to advise of our strong opposition to this announced reduction and to respectively request that this action be reconsidered.

Sincerely,

DON DICKEY, *General Manager.*

JUNEAU, ALASKA, *February 10, 1965.*

Senator ERNEST GRUENING,
U.S. Senate, Washington, D.C.:

Proposed Interior cutback of Alaska branch of Bureau of Mines is complete denial of opinions by informed private industry that area for area Alaska will produce as much mineral as more fully developed States and countries. Kennecott's O'Shaughnessy predicts Alaska production of $5 billion annually.

Only Alaska can meet future U.S. requirements without a political price tag and it is Bureau responsibility to assist in development of U.S. mineral supplies. Alaska branch has wealth of information, excellent facilities, and competent, dedicated, experienced personnel to assist development. Reputed imperceptible progress, in our opinion, is due solely to retention of World War II work directives which prevent exploitation of Bureau's envious capability. Administrative failure to employ properly this capability is denial of Bureau responsibility.

Work of Bureau complements rather than duplicates work of Geological Survey and State division of mines. Reduction of Bureau in Alaska will slow progress of the two other agencies.

PHIL R. HOLDSWORTH.

FEBRUARY 12, 1965.

Hon. E. L. BARTLETT,
Senate Office Building,
Washington, D.C.

DEAR SENATOR BARTLETT: The announcement of the proposed closure of the Bureau of Mines offices in Alaska has come as a great shock to many of us. As an economist who has been studying the problems of resource development in Alaska for nearly 15 years, I can say emphatically that this proposed move will have a devastating impact on the future development of the State. I am outlining a few of my reasons below. I hope you can use them in any presentation you make in an effort to obtain a reversal of this decision.

In the first comprehensive study of Alaska's devolopment possibilities in 1937, the National Resources Committee was appalled at the lack of essential information on Alaska's resources. In its final recommendations, the Committee called for greatly enlarged Federal programs of mineral exploration, resource surveys, and other scientific investigations to fill the wide gaps in existing knowledge, and it recommended the establishment of a permanent Federal planning agency for Alaska to prepare a long-range integrated plan for the territory's development. These recommendations went completely unheeded and national policy toward Alaska continued to drift. Though many similar recommendations have been made over the years by numerous public and private study groups, the situation has changed very little. As a result, today we know little more about the natural

resources of the Federal public domain than we did in 1937, and this is particularly true with respect to the mineral resources.

The Federal responsibility for providing this knowledge is much greater in Alaska than elsewhere because of the unique pattern of landownership that exists here. When Alaska became a State in 1958, the Federal Government owned 99.8 percent of the land. Today, nearly half of all land owned by the Federal Government throughout the 50 States is located in Alaska. The State contains 11 percent of all national forest lands; 31 percent of all national park lands; 64 percent of all remaining, vacant, unappropriated public domain and other lands under the exclusive jurisdiction of the Bureau of Land Management; 70 percent of all lands reserved by the Fish and Wildlife Service for wildlife ranges and refuges; and over 85 percent of all lands under the jurisdiction of the Bureau of Indian Affairs.

The State of Alaska is presently faced with a difficult economic transition in which it must rely heavily upon the development of available natural resources, and it is absolutely necessary for the Federal Government to bear its share of the responsibility if the State's economy is not to flounder. This means that there must be greatly increased investments in resource inventory, exploration, and management on Federal lands in the years ahead. To cut back on the existing meager Federal exploration programs at this time is completely illogical and would only serve to pull the rug out from under the State in this critical stage of development.

On October 2, 1964, President Johnson signed an Executive order establishing a unique Federal organizational mechanism to conduct long-range economic and resource development planning in Alaska in cooperation with the State government. To those of us who have been concerned with the long-term future of Alaska and its lands and resources, this is viewed as the most important step ever taken to bring order out of chaos. The Executive order recognizes the great Federal responsibility in Alaska and calls for coordinated planning to assure the most effective use of Federal and State funds in advancing the long-range conservation and use of its natural resources. The order explicitly directs the newly created Federal planning committee to cooperate with the State of Alaska in "making or fostering surveys and studies to provide data for the development of plans and programs for economic and resource development in Alaska." Surely this new planning committee for Alaska should be given an opportunity to review the programs of all pertinent resource agencies in Alaska and make its own recommendations before any indiscriminate action is taken to close the Bureau of Mines' offices. To do otherwise would serve to undercut the committee before it gets started. The Bureau of Mines has a field staff with long experience in Alaska. A closure now would result in the loss of knowledge and expertise that would take years to duplicate.

There are various other related reasons why the proposed closure should be at least temporarily postponed until the situation can be given more thorough study. The Department of the Interior has just released its field report on the proposed Rampart hydropower project on the Yukon River. What will happen to this proposed project is anyone's conjecture at this stage, but it is clear from the report that the production and processing of minerals can play an extremely important role in Alaska future development and growth if certain costs, including power, are reduced. One of the major limiting factors is the lack of knowledge about the quality and quantity of the mineral resources themselves.

The Department of Commerce is just completing a major study of the highway needs of Alaska. It is my understanding that this report recognizes the necessity of a much different approach to highway planning in Alaska—one based on roads to resources rather than linking population centers as is the case in most other States. This is what the Canadians have been doing so successfully in the North for many years. However, to be successful, there is need for much more basic data about the resources in the various regions of Alaska. Again, one of the primary limiting factors is the lack of knowledge about the quality and quantity of the mineral resources. The Canadians have realized this and have instituted coordinated programs of mineral exploration in order to route roads into those regions with the highest probability for development. Alaska must do the same if expenditures for highway construction are to make a maximum contribution to the orderly economic growth of the State.

Under stipulations of the Wilderness Act, which was recently passed by Congress, some 26 million acres of Federal land in Alaska must be assessed during the next 10 years to determine their suitability for inclusion in the national wilderness system. If this program is to be conducted on a rational basis in a

manner that will avoid unnecessary resource-use conflicts, there will be many areas in which more detailed information about known mineral deposits will be required before sound decisions can be made. We desperately need to protect our important wilderness areas in Alaska, but it will be most unfortunate if this important program is needlessly allowed to degenerate into an emotional battle because of the lack of basic knowledge about the resources.

Lack of adequate resource inventory and exploration work on the public domain in the past is also making it much more difficult for the State to make land selections under the liberal provisions of the Statehood Act. This is another policy area where there is need for close Federal-State coordination and cooperation, for the decisions being made by the State will determine the eventual pattern of Federal landownership in Alaska. Needlessly burdensome land management problems for both the State and the Federal Government can result in the decades ahead, unless the State selection program is carried forward with the guidance of sound factual knowledge about the resources. To consider decreasing Federal mineral exploration activities on public lands at this critical time is reprehensible.

I am sure the closure of the Bureau of Mines offices in Alaska was ordered without a full understanding of all the implications, and I do hope that something can be done to get an objective review and evaluation of the decision.

Sincerely yours,

RICHARD A. COOLEY, *Director.*

GREATER FAIRBANKS CHAMBER OF COMMERCE,
INDUSTRIAL AND RESOURCES DEVELOPMENT COMMITTEE,
February 10, 1965.

Hon. STEWART L. UDALL,
Secretary of the Interior,
Washington, D.C.

DEAR MR. SECRETARY: We have learned of the Department of the Interior's plans, for all practical purposes, to close out its Bureau of Mines mineral resource development field investigations and laboratory operations in the State of Alaska.

This most dismaying information comes just at the time when we had so earnestly hoped that renewed emphasis on mining would provide a business stimulant our community so gravely requires.

We had been encouraged by recent activity in antimony discoveries in the Fairbanks area and the sale of some 32 claims to a British Columbia, Canada, mining firm. There can be no doubt but that the present price of antimony ore (per unit on January 25, 1965, of $7.90–$8.60 vis-a-vis $4.80–$5.50 just a year ago), is responsible for this renewed mining activity.

Indeed, we had expected an expansion of the Department of the Interior's Bureau of Mines interest in Alaska rather than any curtailment.

The following extract from Mineral and Water Resources of Alaska, April 1964, prepared by the Department of the Interior itself, is indicative of the Department's knowledge of the vast unexplored mineral resources of Alaska.

Page 10: "The future of Alaska's minerals industry rests not so much with known mineral deposits as it does with the discovery of new deposits in geologically favorable areas. The accuracy of any appraisal of Alaska's mineral resource potential, therefore, must depend upon the degree to which the geology is known."

Again, page 10: "* * * it is evident that up-to-date geologic information is sparse for large parts of Alaska and detailed information is available for only a few small areas. Some large areas are known only from widely spaced exploratory traverses, such as, for example: the southern Alaska Range, an area of about 20,000 square miles; a belt about 100 miles wide that extends 250 miles northeasterly from Ruby on the Yukon River; most of the Yukon-Tanana upland; the Seward Peninsula; and the Talkeetna, Chugach and St. Elias Mountains."

That the Department has taken cognizance of the condition of the economy of the State of Alaska is evidenced by the following extract from the same Department of the Interior report as follows:

Page 11: "Clearly the increasing financial requirements of statehood in the face of the current decline in defense expenditures and a growing population must place greater demands upon intelligent development of the State's natural resources. Foremost among the natural resources are the mineral commodities,

including water, petroleum, and natural gas, that have and can be expected to continue to rank high in importance."

It is most earnestly suggested that geologic surveying be increased in scope and in detail and that any withdrawal of the Department's interest in mining in Alaska be stayed and expanded rather than curtailed.

Respectfully,

WILLIAM R. TOWSLEY, *Chairman.*

BUREAU OF LAND MANAGEMENT

The Bureau of Land Management requests $4,605,700 for its work in Alaska in fiscal year 1965. They money will be spent as follows:

Lease and disposal of lands and mineral resources	$776,000
Management of grazing lands	64,700
Forestry	1,178,000
Cadastral surveys	1,967,000
Maintenance of physical facilities	110,000
Maintenance of access roads	10,000
Construction, Anchorage fire control facilities, phase 2	500,000
Total	4,605,700

Land surveys by the Bureau in Alaska appear to be progressing well as new techniques are developed. Experts say Tellureometer and Hoversight methods can survey double the land possible with electronic equipment and five or six times the area surveyed by ground teams. I am delighted to be able to commend the Bureau of Land Management for the progress it is making.

BUREAU OF INDIAN AFFAIRS

The Bureau of Indian Affairs requests $24,199,888 for its fiscal year 1966 Alaska budget. The amount will be allocated as follows:

Educational assistance, facilities, and services	$7,783,943
Welfare and guidance services	1,865,000
Relocation and adult vocational training	583,583
Forest and rangelands management	46,800
Agricultural and industrial assistance	766,887
Maintenance of roads	40,000
Development of Indian arts and crafts	85,535
Management of Indian trust property	164,500
Repair and maintenance of buildings and utilities	1,652,000
Construction, Barrow utilities	610,000
Mount Edgecumbe High School, phase 1	6,860,000
Shageluk Day School, Nome AFO	646,000
Sheldon Point Day School	357,000
Tyonek Day School	715,000
Major alterations and improvements	603,800
Quarters, various	200,000
Water exploration and development	100,000
Road construction, Annette Island	528,000
Barrow Village	272,000
General administrative expenses, field offices	319,640

A major portion of the BIA budget will be used for education. This investment in our children will repay itself manifold. Education is our safeguard against tyranny, poverty, and crime. Thomas Jefferson wrote in 1818:

"If the children * * * are untaught, their ignorance and vices will, in future life cost us much dearer in their consequences, than it would have done, in their correction, by a good education."

We know he was right.

President Johnson illustrated how right in his outstanding message on education.

President Johnson said:

"We now spend about $450 a year child in our public schools. But we spend $1,800 a year to keep a delinquent youth in a detention home, $2,500 a year for a family on relief, $3,500 a year for a criminal in a State prison."

BUREAU OF RECLAMATION

The budget request of the Bureau of Reclamation includes $1,170,000 for construction and rehabilitation at the Eklutna project in the Matanuska Valley which was severly damaged by the 1964 Good Friday earthquake. The sum of $340,000 is also requested for operation and maintenance expenses at the project. I support these and other requests in the Bureau of Reclamation budget, as follows:

General investigations, Lake Grace project	$70,000
Takatz Creek project	50,000
Stream gaging and sediment sampling	50,000
Basin surveys, power marketing, and transmission lines studies	100,000
Resource development program	262,000
Operation and maintenance, Eklutna project	340,000
Snettisham project	7,000
Construction and rehabilitation, Eklutna project	1,170,000

FISHERIES

Early in my testimony I discussed the need for the full funding of the Commercial Fisheries Research and Development Act. I reiterate that need and I support the budget request of the Bureau of Commercial Fisheries which include:

Management	$233,100
Marketing and technology	257,300
Research	816,000
Columbia River fishery facilities	22,000
Land acquisition, fishery facilities, Auke Bay	15,000
Departmental expenses	101,100
Administration of the Pribilof Islands	2,362,500
Federal aid for commercial fisheries research and development	114,000

Yet, despite the work of our Government agencies our fishing industry is depressed. Is the fault ours?

We have ignored the fishermen too long. Can the industry be revitalized? If so, how?

These are questions which demand answers.

The Commercial Fisheries Research and Development Act will help. But it cannot do the job alone. If we want a dynamic, growing, modern industry, we must realize it cannot be built without adequate funding. If a billion dollars will rehabilitate the fishing industry, then I suggest we make the investment.

From the seas come foods which are among our most nutritious and most pleasing to the palate. That harvest is being neglected and wasted.

U.S. FOREST SERVICE

Programs of forestry research in Alaska should be expanded if the State is to move forward in its economic development based on its extensive forest resource. The expansion requires an addition of $350,000 in fiscal year 1966 Forest Service budget.

FOREST FIRE AND INSECT RESEARCH, COLLEGE, ALASKA

Alaska's interior forests today are a valuable and untapped economic resource. They provide the base for a strong timber-using industry tomorrow. To realize the value of these forest resources for recreation, wildlife habitat, and industrial use, we must protect the forests from destructive forces of fire and insects.

Wildlife has proved a serious threat to the interior forests. Lightning and man-caused fires have burned millions of acres and in so doing destroyed or greatly depreciated the value of the forest resource. During the past 20 years, the burned acreage has averaged 1 million acres annually. The vastness of the area, lack of roads, and the flammability of the plant cover make control operations difficult. New concepts tailored to meet existing threats and conditions are required to reduce losses from fire. Improved and new operational systems must be tested and adapted to Alaskan conditions.

Increased funds are needed to successfully test and modify, if required, prototype radar devices for detecting lightning producing storms. Early fire detec-

tion is imperative in a remotely populated and roadless country where attack and control depends upon airborne men and equipment. Airborne fire scanning equipment capable of locating small fires beneath forest canopies and cloud-covered skies, is a promising development that should be tested. Additional information is needed to utilize efficiently aircraft and the numerous lakes and rivers to supply water bombing attacks in firefighting operations.

Further study must be made of weather and its relationship to the flammability of the widespread carpetlike layer of mosses and lichens and their role in the spread of fire to the timber stands. To do this, I am advised than an additional $100,000 is required for two scientists, support personnel, and equipment.

Forest insects are another threat to the interior forests of Alaska.

Little information is available pertaining to the total economic losses, but the evidence of loss caused by foilage-eating insects and bark beetles is apparent. Effective control measures first require intensive research on the life cycle and ecology of the forest insect pests and its relation to the host upon which it feeds. Natural controls, including insect predators, parasites, and diseases, would be studied to determine how they can be used successfully to combat pest population eruptions. Similarly, research is required to evaluate the effectiveness of chemical control measures and their effect upon the abundant fish and wildlife of interior Alaska. No forest entomologists are doing research on the insect pests of the interior Alaskan forests nor on control measures. This initial research would cost $100,000 for scientists and support personnel. Office and laboratory facilities are available at the Forestry Sciences Laboratory at College.

FOREST PRODUCTS MARKETING AND UTILIZATION RESEARCH, JUNEAU, ALASKA

Expanding and establishing uses and markets for Alaskan woods will strengthen the economic base of the State and make the forests more productive. The raw material to meet increased market demand for wood products is now present in Alaska's forests. What is needed is information on the characteristics of the various woods and how they can best be used to meet today's markets. Research will be required to supply the information needed to efficiently utilize and profitably market the timber resource. Initiation of a statewide research project will require $150,000 in fiscal year 1966.

The research could be located at Juneau to coordinate activities with the forest inventory team there. When feasible, the Forestry Sciences Laboratory at College could be used, also. The research will include both technical and economic appraisals for Alaskan forest industries drawing upon both the interior and coastal forests, and would provide information useful for expanding industry and establishing new enterprises especially suited to capitalize on the local wood resources and markets. Lumber, preservatively treated timber, ties, poles, piling, and plywood are some of the products that could be supplied to meet local and export markets. Particular attention would be given to advantageously using those favorable characteristics of Sitka spruce and paper birch in the development of products. The marketing and utilization research would require services of two scientists.

So much remains to be done. I appreciate the opportunity to appear before the subcommittee to discuss these problems.

Chairman HAYDEN. Senator Aiken has provided a series of questions concerning maple sirup production research, together with responses prepared by officials of the Forest Service, which he would like to have appear in the record. They will be printed at this point.

(The questions and answers follow:)

Question. Last year the Senate appropriations subcommittee recommended an addition of $180,000 for research in maple sugar production at Burlington, Vt. Half of this amount was allowed and included in your appropriation. What progress can you report on this program?

Answer. We are making good progress at Burlington in learning how to reduce maple sap extraction and collection costs. The increase you mentioned made it possible to add three scientists and supporting personnel immediately. We have already installed studies to determine if the tapping season can be prolonged by fall tapping without injury or damage to the tree. We also have some good leads on economical ways of increasing the tree trunk temperature with black plastic to increase sap flow. With the cooperation of many folks through-

out the Northeast, trees have been found that have two to three times the normal sugar content in the sap. These will be used to breed high-yielding trees for maple sugar production.

Question. Could you effectively use an additional $90,000 this year to speed up your program of research to aid sugarbush operators?

Answer. We could use an additional $90,000 very effectively. We are planning to initiate research as soon as feasible on new ways of tapping trees, on stimulating sap flow, and on improving methods of sap collection and storage. With an increase such as you mention, the research could be accelerated and the results made available to the industry at a more rapid rate. We would be able to move ahead more vigorously with studies on the factors governing the formation, sugar content, and quality of sap and its rate of flow, as a basis for further improvements in yield and quality of products. Research would also be accelerated on the development of high-yielding trees and methods of propagating and planting improved types of sugar maples.

Question. Is the research program at Burlington just for the benefit of Vermont maple sap producers, or will it have value throughout the maple region?

Answer. The research program at Burlington will benefit sugarbush operators throughout the producing States from Maine to Minnesota. We have limited our research in maple sap production to Burlington primarily because we can do the research more efficiently and economically by concentrating our laboratory and intensive field investigations at this location. This is the only Federal research location involved in this kind of research. Some field studies extending into all the maple producing States will, of course, be essential and these will be carried out from Burlington.

Chairman HAYDEN. Senator Magnuson, as well, asks that certain questions which he asked of the Forest Service be printed in the record, together with the answers furnished. They will appear at this point in the record.

(The questions and answers follow:)

Question. The subject of pure drinking water comes up more and more frequently, and now it is proposed that the U.S. Public Health Service make a scientific study to help the Forest Service establish national policies for watershed management. Can you describe how this study will be made?

Answer. The study plan calls for joint participation of Public Health Service and the Forest Service. The study will be conducted by comparative analysis of all the important parameters that relate to domestic water supply as they may be affected by land management practices on tributary lands. Identical data will be collected from four watersheds under a range of use conditions. The use conditions of individual watersheds are as follows:

(*a*) One watershed with heavy multiple use activities including recreation;

(*b*) A watershed in which logging and recreation are taking place, but with recreation on an unmanaged basis;

(*c*) A watershed with logging activities but with no recreation use; and

(*d*) A near wilderness environment in which all forms of land use are relatively undeveloped.

Question. Where will the study be made?

Answer. The study will be centered in the Pacific Northwest. Our present proposal contemplates a distribution of drainage in Oregon and Washington. Actual selection of the individual drainages to be included in the study will be made after a field reconnaissance.

Question. Will the results be applicable nationally?

Answer. The results of this study will be of national importance since its purpose is to establish a scientific basis for the management of watershed lands which are an important source of domestic water supply.

Question. Why is watershed management such a problem for the Forest Service?

Answer. Watershed management is one of the basic purposes for which the national forest system was established and as such is a very important part of the total Forest Service program. The particular portion of this responsibility which relates to the proposed study is that dealing with watershed lands serving municipalities. At the present time some 40 million acres of national forest land serve as a primary source of domestic water supply for more than a thousand communities, large and small.

Question. Why do you find such a study so pressing right now? What have you been basing your management policies upon up to now?

Answer. During the past 2 or 3 years there has been a general concern expressed by municipalities, particularly in the Pacific Northwest, concerning the effect of land-management practices on water quality. The Public Health Service had not conducted such a study as now contemplated and, therefore, was unable to define the potential effects of various levels of management on raw water supply. This proved to be a central point of contention in our efforts to resolve an important issue. Because of the absence of such a study, the Forest Service has agreed to hold management practices at their present level in several watersheds from which the yield of other products is of major economic importance. It is important, therefore, that this study be completed at the earliest possible date. Our management policies and practices are based upon scientific research on watershed behavior reinforced by numerous studies conducted by local groups and many years of accumulated experience in managing lands yielding domestic water supplies.

Question. Is it your understanding that this Public Health Service study must be funded separately from the regular PHS budget?

Answer. We believe the urgency of this particular study became apparent after Public Health Service had prepared its fiscal year 1966 budget. Consequently, it is our understanding that this particular study must be funded separately from their regular budget.

Question. I have been informed that the study would cost $250,000, and require a year to complete. Is that correct?

Answer. The study design which has been prepared cooperatively by the Public Health Service and the Forest Service is estimated to cost $250,000 for the Public Health Service portion of the study.

Question. Can't it be financed by the Forest Service?

Answer. The same situation prevails with regard to the Forest Service budget as for the Public Health Service. The need for the study was brought into focus after the Forest Service budget had been submitted to the Congress. The Forest Service could finance its participation in the study by deferring other important work. This does not include funds for carrying out the Public Health Service part of the study which would be the responsibility of that agency. The additional $250,000 could not be absorbed without eliminating urgent watershed projects which have been justified to the administration and the Congress including adjustments in important cooperative work with water interest groups.

Question. Would a different kind of study provide suitable information? Perhaps a less expensive study?

Answer. The study design proposed has been restricted to the minimum that would provide information of the quality necessary to provide the criteria and standards needed by both the Public Health people and the Land Management people for shaping management programs and policies for which they are responsible. Unless this study is conducted on a sound scientific basis it will prove unacceptable for the intended purposes and will fail to gain acceptance by either Land Management or Public Health officials who must be guided by these findings.

Chairman HAYDEN. Also there will be printed in the record a number of statements and letters by Members of Congress relating to various matters involved in this bill.

(The statements and letters referred to follow:)

FOREST TREE SEED LABORATORY, STATE COLLEGE, MISS.

STATEMENTS OF HON. JOHN STENNIS, A U.S. SENATOR FROM THE STATE OF MISSISSIPPI

Mr. Chairman, one of the more critical problems in southern forestry is that of improving the quality of tree seed and of developing effective and economical practices for the use of seed in tree orchards, nursery operations, and planting programs. I wish to review the key aspects of the overall problem by describing the need for tree seed research and the need to begin planning now for a laboratory facility to house it.

Forestry research has contributed much in recent years to the productivity of southern forest lands. In my State of Mississippi, I have seen gullied fields suc-

cessfully reclothed with plantations of pine that will soon produce substantial amounts of timber for new or expanded wood industries. I have seen plantations of cottonwood that yield commercial pulpwood thinnings only 4 years after establishment. And I have seen the work of the forest geneticists that is developing hybrid trees that grow fast and resist insects and diseases.

I am told that there are now over 3,500 acres in seed orchards over the South—orchards of forest trees which have been set out to produce improved seed. There are another 4,700 acres of specially selected forests set aside for seed production purposes because of their high quality. I have also learned that the practice of sowing seed directly into forest land instead of planting seedlings has been gaining favor as a way to cut the cost of reforestation.

These are important advances which mean a great deal to the protection of our soil against erosion and to the continued support of pulpwood, veneer, lumber, and other wood industries which have been steadily adding to our economic growth over the past several years.

Unfortunately, there are problems that are becoming critically serious in southern forestry. These problems concern forest tree seed—its collection, storage, germination, quality, planting, and protection from pests of all kinds. Large quantities of seed are now used in direct seeding and tree planting programs in the South and larger quantities will be used in the years immediately ahead. Much of this seed is of preferred species for use in upgrading the quality and value of the forests. An increasing volume of seed will be coming from seed orchards where superior strains have been developed through parent tree selection and breeding. This is valuable seed and the utmost care must be used to insure that every seed produces a usable seedling. Forest tree seed and seedling buyers and users are increasingly aware of the importance of verified seed in forestry programs just as farmers are concerned over seed quality when planting their crops. All of these facts point to the need for more knowledge about tree seed collection, processing, storing, certification standards, and protection from pests.

Forest land owners and foresters who are engaged in seeding and planting programs have discussed these problems with them. They point out how little is really known about the treatment and storage of seed to protect its germination quality, how to store it to protect this quality, how to sow it in nurseries or directly in the forest to insure quick and complete germination, and how to treat the seeds to keep them safe from birds, mice, insects, or seed damaging organisms. I am told that some research has been done on some of these problems for pine seed but relatively little on hardwood seeds. Thus, it is clear to me that there is a serious lack of knowledge in a key area in the whole chain of timber production problems—that of tree seed. Unless more research is directed to correcting this deficiency in knowledge, our forestry programs in the South are going to be seriously handicapped.

I have found that there is a great deal of interest in a tree seed research program. Practicing foresters and research scientists in Mississippi have emphasized to me the importance of getting more facts. Therefore, I propose that tree seed research be started now on at least a modest scale calculated to meet the most urgent needs of southern forestry.

In considering how best this might be done, I have learned that the Forest Service has in its national forestry research program, submitted to the Congress by the Secretary of Agriculture last year, plans for a tree seed laboratory. This would not be a large laboratory, for it is estimated to cost $250,000. However, I have been told it should provide for the needed research for the next few years. Its program would first give emphasis to hardwood seed problems which currently are more critical than pine seed problems.

This laboratory that I propose would be located on the campus of Mississippi State University at State College, Miss. There are strong advantages in having the seed laboratory at this location. First of all, the research workers would find a community of skilled scientists already at State College, who do research on agricultural seed problems. This program is one of the best in the Nation and would lend strength to the forest tree seed program. The forestry school at the university, as well as the Forest Service research program, would mutually benefit and support one another.

In order to get ahead with the research laboratory that will be needed to house a tree seed program, I propose that archietectural planning funds of $20,000 be made available now. As I have mentioned, the initial estimate of the construction cost of the laboratory and auxiliary facilities is $250,000. If

planning funds are appropriated for the coming fiscal year, it will still be about 2 years before the project can be completed. Therefore, I urge that planning start now so that this important tree seed research can soon get underway.

SOUTHERN HARDWOODS LABORATORY, STONEVILLE, MISS.

Mr. Chairman, the broad goal of research at the Southern Hardwoods Laboratory, maintained by the U.S. Forest Service at Stoneville, Miss., is the improvement of forest management and forest use of the South's 70 million acres of commerical hardwoods. Sixty percent of national hardwood output is from the South, and the southern forest industry depends on hardwoods for 40 percent of its raw material.

Work of the Laboratory is conducted with active financial support of over 50 industrial and private landowners and the Mississippi State University. In addition to laboratory, greenhouse, and nursery phases of research, field studies are underway on three experimental forests and a number of other research areas funished by cooperators in the States of Alabama, Arkansas, Florida, Louisiana, Mississippi, and Texas.

As Congress provided funds, the Forest Service has gradually increased the staffing and facilities to meet the longstanding need for research in southern hardwoods. During the last 5 years, buildings and greenhouses have been erected to provide laboratories for silvicultural, disease, and insect research. The staff, including a soil scientist, physiologist, pathologists, entomologists, and wood technologists, totals 14 professional workers active on approved research projects. Over 7,300 foresters, scientists, landowners, and hardwood users have met at the Southern Hardwoods Laboratory to review its research results in the last 3 years. Sixty-five publications reporting research results have been made available in the same period of time.

Although significant progress has been made at Stoneville, an increase of $200,000 is needed this year to bring the program up to the level of research anticipated when the Laboratory was dedicated. Of this increase, the sum of $150,000 would be utilized for silviculture studies and $50,000 would be devoted to insect and disease research.

I have previously requested the Forest Service to provide for the record a detailed statement on the needs for this research, but I also want to briefly mention these areas.

Needs for research in silviculture

There is now a tremendous need to begin long-deferred research in the alluvial swamp tupelo-cypress forests which are concentrated on millions of acres in lower Alabama, Mississippi, and Louisiana. Only the most rudimentary survey-type research has been done to determine the broad problems of managing, regenerating, and utilizing the valuable second-growth forests in these alluvial swamplands.

Hardwood forests are the preeminent game habitat of the South but when populations of deer and other game become large, the animals tend to destroy or seriously damage young trees of commercial species. A pressing need is to determine ways to alleviate or prevent this damage to assure good timber crops while the forest continues to satisfy the ever-increasing demand for game hunting.

Expansion in the one-man areas of soil-moisture-tree research and the tree improvement research for hardwoods is now of great importance as problems of management of valuable hardwood species intensify. A measure of this intensity is found in one company where over $200 per acre is being spent to establish cottonwood plantations, the wood of which will be used in the manufacture of fine papers.

Needs for research in forest protection

Hardwood insect research at the Laboratory is concentrated on insects that bore in living hardwoods causing lumber degrade amounting to millions of dollars annually. Mill scale studies have shown that an annual loss of $41 million is sustained in oaks degraded by the boring carpenterworm. Biological studies of the worm have shown that the female moths produce a powerful sex attractant. This suggests the possibility of using the attractant to collect and destroy the male moths, thus preventing the production of fertile eggs. The pres-

ent two-man insect research staff needs assistance to expand into studies of site-species relationships and silvicultural practices that will improve tree vigor and make the trees more resistant to insect attack.

Annual losses from diseases sustained by southern hardwoods are estimated at $2 billion. The current two-man research program at the Southern Hardwoods Laboratory needs strengthening if these losses are to be reduced appreciably. Increased research is needed in wood rots, root rots, and cankers, emphasizing the biology of disease-producing organisms in relation to site and management practices as a basis for practical controls. Many root, bark, and leaf fungi have been found but little is known of their importance or control.

Mr. Chairman, the appropriation of these increases will enable the research program at the Southern Hardwoods Laboratory to move forward as planned. The benefits to be derived from such research will far exceed the cost. I strongly urge the subcommittee's approval of this increase.

FOREST RESEARCH LABORATORY, UNIVERSITY OF NEW HAMPSHIRE

STATEMENT OF HON. TOM McINTYRE, A U.S. SENATOR FROM THE STATE OF NEW HAMPSHIRE

Mr. Chairman, I appreciate your courtesy in allowing me to suggest an appropriation of $75,000 for planning funds for a forest research laboratory at the University of New Hampshire in Durham, N.H. The eventual cost of such a center would be $955,000.

Last year, the Secretary of Agriculture submitted report to the Congress entitled "A National Forestry Research Program" (Department of Agriculture miscellaneous publication No. 965). The research laboratory which I am seeking today was covered in this report.

At the present time, there is only one Forest Service project located at the University of New Hampshire. This is a project on forest genetics (with emphasis on white pine). I would point out that the presence of this project on the Durham campus has already had its effect on the university, which is now developing its own program in forest genetics.

There are two other Forest Service projects in New Hampshire, one on watershed management research and one on the silviculture of northern hardwoods, both in the city of Laconia. The Forest Service plans to consolidate all these projects at the proposed forest research laboratory at the University of New Hampshire campus. Such a consolidation, together with the improved laboratory facilities which should be constructed would have a number of solid, beneficial effects.

The University of New Hampshire believes that the establishment of this laboratory would be a further stimulus to graduate work in forestry at Durham. The University of New Hampshire has recently established a Department of Forestry, and it is my expectation that this department will complement and add to the work of the Forest Service Laboratory. In this connection, I would like to quote from Secretary Freeman's report which I mentioned above where he says that "Experience has shown that cooperative programs of the kind proposed lead to greatly stimulated research by the colleges and universities, several times larger than the Federal cooperative support."

In additon, the establishment of a forest research laboratory at the University of New Hampshire would give the Forest Service its first laboratory at Durham. The present research of the Forest Service on the Durham campus is being conducted in space and with facilities borrowed from the university. The research of the Forest Service would be greatly facilitated if it could be conducted in its own laboratories, where it would not have to depend on the available resources of the university.

The University of New Hampshire is willing to cooperate fully with the Forest Service to make this lab a success. The university has already offered a tract of land for the Laboratory to the Forest Service as a gift.

Mr. Chairman, in closing, I would like to leave three statements, from John McConnell, president of University of New Hampshire, H. A. Keener, dean of the College of Agriculture, and William Messeck, Jr., of the State of New Hampshire Department of Resource Development, for the record.

I hope that when your subcommittee considers this request in executive session you will be able to include this request in this year's appropriation. This

project is one which is desired by the University of New Hampshire, the State of New Hampshire, and the Forest Service. I know of no technical opposition to the establishment of the Laboratory.

Mr. Chairman, my distinguished senior colleague, Senator Cotton, joins with me in making this request, as does Congressman Huot, in whose district the laboratory would be located.

LETTER FROM DR. JOHN W. MCCONNELL, PRESIDENT OF THE UNIVERSITY OF NEW HAMPSHIRE

UNIVERSITY OF NEW HAMPSHIRE,
Durham, N.H., March 3, 1965.

Mr. Chairman and Members of the Appropriations Subcommittee on Interior and Related Agencies:

I am John W. McConnell, president of the University of New Hampshire. I am preparing this statement to record my firm support for the Research Laboratory that the U.S. Forest Service has planned for Durham, N.H., the location of the University of New Hampshire. I also want to place on record the contribution that my institution will provide to the establishment and operation of the proposed Laboratory.

My experience in this State and region has indicated that a strong center of research competence in forestry is very much needed. Economic growth is seriously handicapped by the poor quality and ineffective use of our principal natural resources, our forests and our many bodies of water. Research can tell us how to use these resources to a much greater advantage.

I believe that the campus of the University of New Hampshire can provide an ideal location for the Laboratory and a most desirable environment for its staff. We have already offered to the Forest Service without charge a centrally located tract of land for the Laboratory. We will provide to the staff of the Laboratory the opportunity to use our libraries, participate in seminars, enroll in courses for purposes of professional improvement and to participate in campus cultural and social activities.

We offer the full cooperation and support of our various departments and research centers. In addition to departments in the College of Agriculture, the more important units include the various engineering departments and the engineering experiment station in the College of Technology and the interdepartment and intercollege resources development center, the water resources research center, and the genetics program (a graduate program in genetics in which Forest Service graduates are already participating).

We believe that the University of New Hampshire could and would strengthen the research program of the proposed forestry research program. Our accredited department of forestry and our new department of soil and water science would be most helpful to the Forestry Research Laboratory and would in turn be strengthened most by its presence on the campus. Undergraduate students would be stimulated to prepare for careers in forestry, hydrology, and related fields. Graduate students in increasing numbers would come to the campus because of the unusual strength of staff and extensive research opportunity that would be provided by the combined resources of the University of New Hampshire and the U.S. Forest Service Laboratory.

I want to emphasize again my conviction that the proposed Forestry Research Labortaory is needed in the immediate future and that the University of New Hampshire will do everything possible to bring about its early construction and its most effective operation.

JOHN W. MCCONNELL.

LETTER FROM DR. HARRY A. KEENER, DEAN OF THE COLLEGE OF AGRICULTURE AND DIRECTOR OF THE AGRICULTURAL EXPERIMENT STATION, UNIVERSITY OF NEW HAMPSHIRE

UNIVERSITY OF NEW HAMPSHIRE,
COLLEGE OF AGRICULTURE,
Durham, N. H., March 3, 1965.

Mr. Chairman and members of the Appropriations Subcommittee on Interior and Related Agencies, I am Harry A. Keener, dean of the College of Agriculture and director of the Agricultural Experiment Station of the University of New Hampshire, Durham, N.H.

This statement is submitted to emphasize the need for a strong, centralized program of forestry research for New Hampshire and New England as outlined in the U.S. Department of Agriculture Miscellaneous Publication 965, May 1961. It is intended to support the farsighted efforts of Senator Thomas J. McIntyre, of New Hampshire, to assure the effective development and use of the natural resources of the region through the early establishment of the proposed Forestry Research Laboratory at Durham, N.H.

The economic health of both New Hampshire and New England is dependent to a marked degree on the effective management of forested lands and the proper harvesting, processing and marketing of the wood produced. Approximately 87 percent of the land area of New Hampshire is forested. The forest products industry in New Hampshire manufactures and markets annually products valued at $138,450,000. This accounts for 15 percent of the labor force and 15.6 percent of the total value of industrial production.

For New England as a whole, approximately 75 percent of the land area is forested. Forest products manufactured and marketed annually amount to approximately $1,551 million.

New Hampshire forests provide most of the water used by the factories and homes of the second most highly industrial State in the Nation. They serve as the major setting for the State's second most important industry, recreation. The income from hunting, fishing, winter sports, boating, summer vacationing, etc., provides approximately 10 percent of the State's total employment and a generated income of about $298 million.

In spite of the importance of forestry in the economy of the State the current situation is not nearly as favorable as it should be. Because much of the woodlands are of poor quality, the wood-processing industry is faced with the problem of having too much low-quality wood and a shortage of high quality. Unemployment and underemployment in this industry are much too common and margins of profit often are low. New technology is not being put to use as it should be.

In spite of numerous lakes, ponds, and rivers, a scarcity of pure water is a problem in many areas of the State. Both the factory and the home require more water each year, so a shortage is a serious deterrent to industrial and urban growth.

The forests of the State do not produce the amount of recreational income that they should. Many streams go over their banks in the spring but are almost dry in late summer. A related problem is the holding of an adequate snow cover on ski slopes throughout the skiing season. Large areas of woodlands currently have practically no value for any purpose.

The statements I have made concerning the situation in New Hampshire are equally true for the other New England States. The forests of the region must be made to serve the people of the region much more fully than they now do. We must have the research that will tell us how to get greater yields of much higher quality wood, how to use all of the wood we produce most effectively, how to provide more jobs and better jobs, how to obtain greater returns on investment in woodlands and in processing plants, how to get more recreational pleasure and dollars from our woodlands, and how to conserve much more water and have it available throughout the year.

I sincerely hope that steps can be taken to bring about the construction of the proposed Forestry Research Laboratory at the earliest possible date. I pledge the full and enthusiastic cooperation and support of all departments in the College of Agriculture at the University of New Hampshire. Our departments of forestry, soil and water science, and resource economics should be able to work particularly effective with the staff of the Forest Service Research Laboratory.

H. A. KEENER.

FOREST RESEARCH LABORATORY, UNIVERSITY OF NEW HAMPSHIRE

STATEMENT OF WILLIAM H. MESSECK, JR., DIRECTOR, DEPARTMENT OF RESOURCES DEVELOPMENT, STATE OF NEW HAMPSHIRE

I have recently learned that the Secretary of Agriculture, in April 1964, sent a national forestry research program to the Congress which outlined the short-term needs to adequately meet the forestry problems countrywide. My understanding also is that the forestry problems of New Hampshire were considered in the development of this program.

I further understand that the Forest Service plans to headquarter four segments of this research on the campus of the University of New Hampshire at Durham; namely, (1) studies of management of the beech-birch-maple forest of New England, (2) studies of management of eastern white pine, (3) forest genetics and tree improvement of white pine and selected high-value hardwoods in the Northeast and (4) studies on flood runoff reduction and water yield improvement for the New England States. As you know, the beech-birch-maple forests of New England are an important multiple-use resource on 10 million acres in New Hampshire and adjacent New England Sates. Eastern white pine, likewise, has been and must continue to be an important segment in the New England timber economy, and research on the management of this species including genetics studies on weevil resistance, will produce benefits of lasting importance to our people. I am told that the breeding work on white pine, as well as on our hardwood species, ties in well with a regional graduate program in forest genetics being developed at the university where the research will be located. We also share with the Forest Service an interest in finding ways to regulate our streamflow from forest lands. The research program, which I have briefly outlined, will require approximately 50 research scientists and supporting personnel.

I understand that the national forestry research program also includes estimates for the construction of laboratory facilities. The Forest Service has no laboratory facilities at Durham. It is using temporary and limited space supplied by the university. Portions of the research program which I described and which are now underway, are scattered in several locations.

Plans of the Forest Service call for the construction of adequate facilities on the campus of the University of New Hampshire when this is possible from a budget standpoint. Plans for the location of these facilities have been developed with the officials of the university. Construction of these facilities are not in the fiscal year 1966 budget for the Forest Service. Nevertheless, I feel this construction project should be started as soon as possible. We believe that prompt construction of this laboratory would centralize and consolidate the Forest Service research program, leading to a more rapid solution of the forestry problems facing our citizens and those of adjacent States. In addition, the location of the highly trained scientists on our campus at Durham would also be of great help in the development and further upgrading of our fine instructional program in the university's department of forestry.

We understand that the preliminary estimate for construction of this laboratory is about $955,000.

NORTHERN PRAIRIE WILDLIFE RESEARCH CENTER, JAMESTOWN, N. DAK.

LETTER FROM HON. MILTON R. YOUNG, U.S. SENATOR FROM THE STATE OF NORTH DAKOTA

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 16, 1965.

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

DEAR SENATOR HAYDEN: Enclosed is a letter which I have received from Mr. John S. Gottschalk, Director of the Bureau of Sport Fisheries and Wildlife of the Fish and Wildlife Service, concerning some problems they have encountered at the Northern Prairie Wildlife Research Center located at Jamestown, N. Dak.

The first problem involves the need to acquire additional property adjacent to the property which they now own and on which they have located their Research Center. Since this Center was constructed there have been attempts made to purchase adjoining property for commercial development. The Fish and Wildlife Service feels, and I believe rightfully so, that such development immediately adjacent to their very attractive facility would adversely affect their Research Center. According to Mr. Gottschalk's letter, it would require the appropriation of an additional $20,000 to complete the acquisition of the necessary buffer zone surrounding their property.

In addition, in another area of the city of Jamestown a survey of the property for the Fish and Wildlife Service disclosed certain of their property included a part of the Jamestown Country Club, including their entrance road and gate. The Jamestown Country Club has other property nearby which they would be willing to trade with the Fish and Wildlife Service for this particular tract. Unfortunately, however, the Bureau's land exchange authority does not permit such a trade. This would require legislation.

I sincerely hope it will be possible to take care of both of these problems in the Interior appropriations bill. I will be offering an amendment to increase the appropriation of the Bureau of Sport Fisheries by an amount sufficient to enable them to acquire this badly needed additional property, and also to provide them the necessary authorization to make a trade with the Jamestown Country Club with respect to the parcel of land involved in the resurvey.

With warmest personal regards.

Sincerely yours,

MILTON R. YOUNG.

U.S. DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF SPORT FISHERIES AND WILDLIFE,
Washington, D.C., March 16, 1965.

Hon. MILTON R. YOUNG,
U.S. Senate,
Washington, D.C.

DEAR SENATOR YOUNG: During Mr. Harvey K. Nelson's visit with you on Marsh 12, 1965, to review the status of development of the Northern Prairie Wildlife Research Center at Jamestown, N. Dak., you asked to be provided with specific information on problems the Bureau has encountered in acquisition of lands for the Center proper.

At the time the exterior boundary of the site was delineated in 1962 it was believed the acreage included would meet all future needs. Approximately 500 acres were purchased in November 1962 within the limits of funds available. Upon completion of boundary surveys and a detailed analysis of program needs, made in connection with preparation of the developmental plan for the Center, several serious problems have come to light which require further attention. As shown on the attached map, tracts 10 and 10a in section 3 were acquired to provide a suitable site for the administration-laboratory building and closely related physical facilities. The remainder of the tracts purchased to the south and west will be used for other necessary structures and experimental field facilities. The main laboratory has been constructed at point X in tract 10. This tract was purchased from Mr. E. H. Amundson at a cost of $250 per acre. He also owns the remainder of the land in the south half of section 3.

It was recently determined that the major flow in the creek that passes through tract 10 originates from springs on tract B (shown in red) which is a part of the Amundson ownership. It was planned that this source of water, together with similar supplies from springs in section 4, would be used to maintain a proposed waterfowl display pond on the headquarters area and serve other experimental facilities. Some of the springs in section 4 are on land owned by the city of Jamestown, near the sewage lagoon. We have been assured that the city has no intention of disrupting this flow. Mr. Amundson, however, is now contemplating the conversion of all his remaining holdings in the south half of section 3 into a grazing unit. This would involve the building of stock dams in tract B which may restrict the flow of water through tract 10. He and a lessee are also planning to operate a winter livestock feeding lot in the vicinity of a natural marsh area and existing outbuildings on tract A (shown in red). Either or both plans, obviously, would be undesirable from the standpoint of the Research Center. Collectively, they would present a serious threat to the future program.

Tract A and similar lands to the east also offer potential for commercial and residential development. The property is being viewed with increasing interest by local realtors and contractors who are speculating that the construction of a dam on the Pipestem River above Jamestown will become a reality and will eliminate existing flood hazards.

Our current development plan provides for construction of a display pond and public visitation area in the southeast portion of tract 10. Upon further review of this proposed development, it seems more practical to acquire tract A which includes the above-mentioned large marsh, an oxbow of the river. A savings in construction costs would result that would be equivalent to the acquisition cost of this important 37-acre tract. The marsh area is surrounded by trees and would be much more satisfactory for display pond purposes. It would also provide the additional buffer area needed to adequately protect the headquarters site of the Center from future developments which may occur eastward. The remainder of the tract will permit better development of a public visitation area which will be screened from the administration-laboratory site and will be useful for other research purposes. Funds presently included in the Bureau's fiscal year 1966 budget request would permit purchase of tract A.

During recent discussions with Mr. Amundson, he indicated he would not sell tract A separately but would consider disposing of all of the remainder of the southwest ¼, section 3 (tracts A, B, and F) at the same price the Bureau previously paid for tracts 10 and 10a. Since these lands do not qualify for purchase under the national wildlife refuge program or the wetland preservation program and anticipated available funds would cover only the purchase of tract A, an additional appropriation of $20,000 would be required to proceed with acquisition of the remaining tracts (B and F) in the southwest ¼, section 3.

Tract E (shown in red) was included in the original proposal but has not been obtained since it is owned by the State of North Dakota and is administered by the State hospital at Jamestown. Eventually this tract should be obtained by purchase tor exchange with the State depending on whatever satisfactory arangements can be made.

When the boundary survey of the Center area was completed it was determined that tract 11a extended south of the James River. Segment D (shown in blue) is presently included in the Jamestown Country Club and their entrance road and gates are on the property. This problem has been discussed with club officials and the suggestion has been made that the Bureau exchange segment D for a portion of segment C, which they own. However, a recent review of the Bureau's land exchange authority indicated that while same exists for national wildlife refuge lands purchased there is no existing authority for exchange of Research Center lands purchased with appropriated funds earmarked for that purpose.

In summary, the following actions will be necessary to resolve land problems at the Northern Prairie Wildlife Research Center:

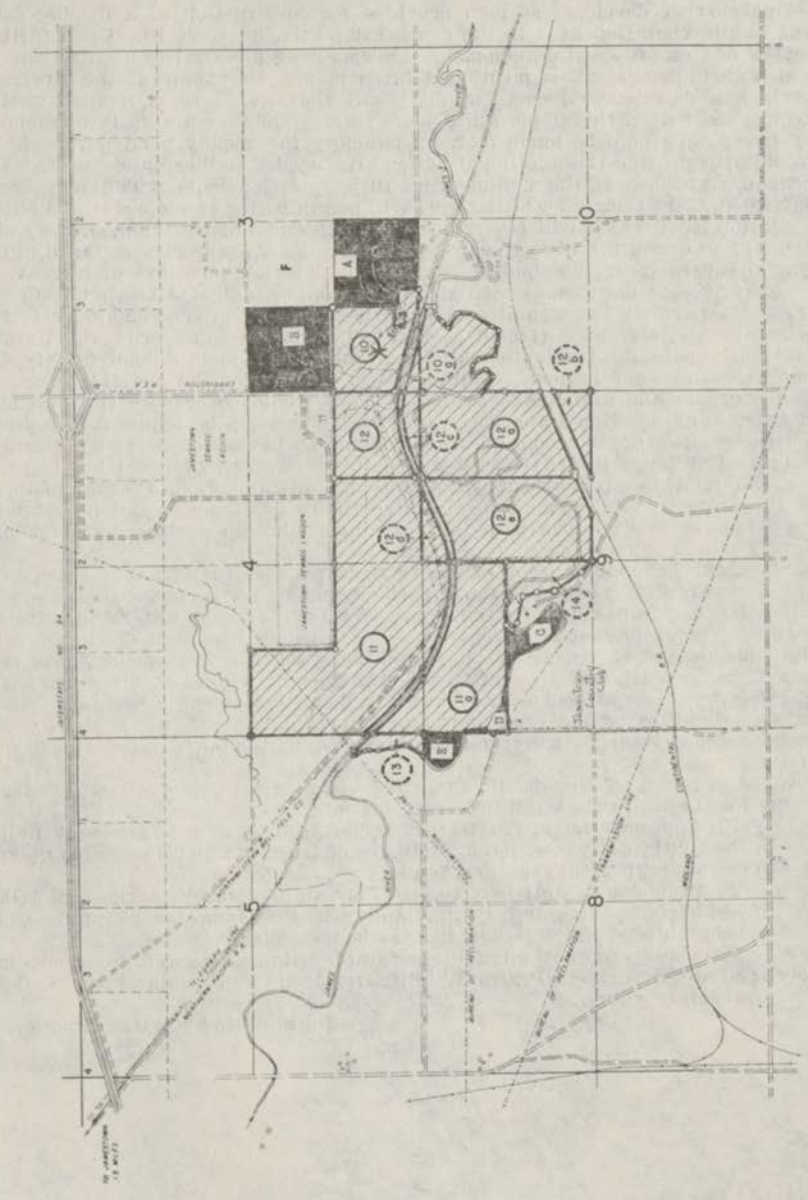
(1) Appropriation of $20,000 to complete acquisition of 80 acres remaining in the southwest ¼, section 3, exclusive of tract A which the Bureau plans to finance with fiscal year 1966 funds;

(2) Provision of authority for the Bureau of Sport Fisheries and Wildlife to exchange Research Center lands with the Jamestown Country Club and the State of North Dakota as may be necessary.

We appreciate your continuing interest in the wildlife research program being developed at the Northern Prairie Wildlife Research Center, Jamestown, N. Dak.

Sincerely yours,

JOHN. S. GOTTSCHALK, *Director.*



ATLANTIC MARINE GAME FISH RESEARCH CENTER, SANDY HOOK, N.J.

LETTER FROM HON. HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

U.S. SENATE,
COMMITTEE ON BANKING AND CURRENCY,
March 9, 1965.

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

DEAR MR. CHAIRMAN: I appreciate very much this opportunity to submit a statement concerning the need for additional appropriations for the Atlantic Marine Game Fish Research Center at Sandy Hook, N.J. As you know, I have been vitally interested in the Sandy Hook laboratory since it was first established in 1960.

The work carried on at Sandy Hook is not of concern only to the economy of New Jersey and the other Atlantic coast States or to the fishermen in the area. Its programs are crucial to an increasingly important segment of our entire economy. Today there are more than 7 million saltwater fishermen who spend $700 million a year for bait, equipment, accommodations, charter boats, and other needs. I understand that in Florida alone, saltwater fishing has an economic value equal to that of the citrus and cattle industries combined. And Dr. Lionel A. Walford, the distinguished scientist who directs the Sandy Hook laboratory, estimates that there will be 15 million anglers by 1980.

Yet our knowledge of our game fish—the one resource upon which this economic and recreational asset is based—is pitifully small. We do not know, for example, the complete life history of a single marine game fish. We know all too well the results of such ignorance of lack of proper conservation measures on and over our land. The passenger pigeon is extinct, and we are waging a last-ditch battle to preserve the whopping crane. Unfortunately, this same conservation crisis is developing for the game fish resources of the ocean. On the Atlantic coast the yellowtail flounder, which used to abound off southern New England, is almost gone from the area.

The National Party Boat Alliance, which represents a $240 million industry, informs me that a sharp decline in fluke and flounder has resulted in severe losses to party boat skippers, especially in the New York and New Jersey area.

The work at Sandy Hook and its subsidiary facility at Tiburon, Calif., is our sole research effort to probe the vast chasm that is our ignorance of everything about marine game fish.

This fledging program has been stunted from the start by the lack of adequate funds. Yet despite having to do without, devise makeshift equipment, borrow the use of a vessel, and the assistance of volunteers, the dedication, economics, and ingenuity of Dr. Walford and his outstanding staff have already accomplished valuable work. A study of sharks along the Jersey coast was of immediate practical value to the commercial menhaden fishing industry. Now underway at Sandy Hook is the most fundamental of all research in this area—a study of phytoplankton, the food of the sea upon which all marine life ultimately depends for existence. Yet much more needs to be done.

Mr. Chairman, the budget request for the Sandy Hook laboratory is only approximately $430,000. This is simply not enough to operate the program and use the equipment in an efficient manner.

Two years ago, $80,000 was spent for the purchase of an experimental vessel, the *Dolphin*. Because of lack of operating funds, that vessel has been tied to the dock more than half the time. An appropriation of $360,000 is urgently needed to operate the *Dolphin* for a full year in the manner which was envisioned when the ship was purchased.

We spent a substantial sum of money to provide a 350,000-gallon saltwater tank, for use as the world's first undersea laboratory. But, it too, is not being utilized because of lack of operating funds. Some $45,000 is urgently needed for this purpose.

I could list a number of other urgent needs, but the ground is covered in expert fashion in an attached statement by Mr. Richard C. Wolff, which I respectfully request be included in the hearing record.

In my judgment, approval of these additional sums is essential not only to permit proper conduct of this important research, but also to justify our past investment in it. And let me assure you that nothing is squandered, no money is wasted at the Sandy Hook laboratory. I have seen how Dr. Walford and his staff operate and I know it is a frugal operation.

Mr. Chairman, I strongly urge the committee's approval of these additional funds. It would be a profitable and prudent investment. To deny these essential appropriations would be false economy.

Thank you for this opportunity to submit my views.

With best personal regards.

Sincerely,

HARRISON A. WILLIAMS, Jr.

DEPARTMENTAL STATEMENT

Public Law 86-359 was passed in 1959 authorizing the Secretary of the Interior to undertake a marine game fish research program. Under this authorization an Atlantic coast marine laboratory was established in 1960 at Sandy Hook, N.J.; and a Pacific coast laboratory established in 1962 at Tiburon, Calif. Construction on a third laboratory at Narragansett, R.I., will commence in April 1965.

For fiscal year 1966, $401,000 is budgeted for the two operational marine laboratories. Of this total, $304,000 is allocated to Sandy Hook. Two years ago this laboratory acquired a surplus Army tugboat and converted it for coastal fishery research. Funds available have been inadequate to operate this vessel on a year-round basis or to set up supporting laboratory programs and shore services that are commensurate with a comprehensive study of coastal sport fishes. The vessel is a collection and observation tool. Once the data have been taken and specimens collected, an adequate staff of scientists in the laboratory must be made available for identification and analysis. Increases needed above the amount available at Sandy Hook in fiscal year 1966 to operate the *Dolphin* on a year-round basis with supporting services ashore and in the laboratory, $350,000.

In fiscal year 1965, a new fish behavior tank was constructed at Sandy Hook. It is an oval tank with a long axis of 35 feet, a short axis of 15 feet, and a depth of 9 feet. It is equipped with a filter system, viewing posts, recirculating water, and a lighting system that reproduces the 24-hour light cycle at any desired time and latitude. One of the first experiments will be to test the internal clock mechanism of bluefish. Increased funds needed to complete associated laboratory spaces and operate the tank, $60,000.

STATEMENT BY RICHARD C. WOLFF, PRESIDENT, NATIONAL ASSOCIATION OF MARINE ANGLING CLUBS, INC.

Mr. Chairman, this statement is directed to the wholly inadequate $401,000 administration request for fiscal 1966 to operate the national marine gamefish research program headquartered at Sandy Hook, N.J., with a second laboratory under construction in Rhode Island, and a three-man research center in Tiburon, Calif.

It is offered on behalf of the National Association of Marine Angling Clubs, which I head, companies in the sports fishing field including the Garcia Corp., of which I am vice president, and it reflects the concern of many of my colleagues in the 1,200-member Outdoor Writers Association of America.

The administration's request of less than one-sixth of the sum which Congress provided might be appropriated annually for this vital program is totally inadequate, unrealistic, and invites disaster on the favorite recreation of millions of Americans as well as the many thousands of men and women whose livelihood depends on the continued abundance of sports fish along our shores.

The growth of sport fishing, increasing by some half million Americans each year, has contributed enormously to the prosperity of small coastal communities from Maine to Texas, from California to Alaska. Today's 8 million salt water sportsmen spend an average of $100 per person for their recreational fishing and this $800 million annual expenditure can be a mere beginning.

In 1957 Congress recognized the urgency of establishing a Federal marine gamefish research program and provided that up to $2.7 million annually could

be spent for this work. The provisions of Public Law 86–359 called for a national program to:

Improve and expand our salt-water fishing facilities;

Study marine biology of popular pelagic gamefish as its affects their breeding habits, numbers, migrations, etc.;

Study the effects of pollution on fish depletion; and

Study and recommend means of developing new fishing grounds and restoring barren areas, and the preservation of spawning grounds in marshlands and rivers.

The impact and importance of recreational salt-water fishing in every coastal State made itself felt even before the Outdoor Recreational Resources Review Commission underscored the tremendous growth of marine sports fishings. Economists have predicted that by the year 2000, 30 million salt-water anglers will be spending $3 billion annually on their sport.

The benefits of this billion dollar expenditure aggregate in only a small way to the fishing tackle industry. Approximately 14 percent will be spent on transportation, 37 percent will be spent on auxiliary equipment, 10 percent will be spent on food and lodging, and only 11 percent on fishing tackle. Yet in fiscal 1964, the Federal Government collected more than $7 million from manufacturers of fishing tackle alone.

There is every reason for members of Congress today to be alarmed by reports from many coastal communities of the unexplained disappearance of important species of salt-water gamefish: fluke, flounder, blues, highly prized by our 8 million salt-water anglers.

Reports from tackle stores, party and charter boat operators and fishermen today indicate business losses sometimes amounting to as much as 50 percent of their expected income because of poor fishing.

If we did not have a national facility established, we would need one. But today, Sandy Hook is virtually as helpless to research these urgent depletion problems as a ship without an engine.

A surplus vessel was acquired a year ago and redesigned for a 5,000-mile coastline survey of salt-water gamefish. Since its dedication this October, it has spent half its time moored to the dock for want of funds to operate it full time. Unless Congress acts on July 1, 1965, the start of the new fiscal year, this vessel will be securely anchored inshore better than 6 months a year for want of a scientific staff, crew, and necessary equipment.

Marine authorities advise us, on the basis of similar operating costs for the most efficient and economical service, that it should be run year round at a minimum cost of $360,000. That amount would adequately staff, equip, and successfully launch the *Dolphin* on a 1-year national study of gamefish abundance, breeding and migration habits with special attention to the fish depletion problems threatening our coastal communities and sport fishermen in 21 coastal States. These States are Alabama, California, Connecticut, Delaware, Florida, Georgia, Louisiana, Maine, Maryland, Massachusetts, Mississippi, New Hampshire, New Jersey, New York, North Carolina, Oregon, Rhode Island, South Carolina, Texas, Virginia, and Washington.

A second glaring deficiency in the appropriations request concerns the need to establish a national census of gamefish and marine anglers to provide accurate catch and weight statistics necessary to determine numbers of fish involved in seasonal migrations. This census is a key objective of the Federal program. Marine research advisers tell us that a minimum $200,000 would be required to establish the teams of researchers along the Atlantic and gulf coasts necessary to effectively survey these areas on a continuing annual basis.

Another vital appropriation needed immediately is $45,000 to staff and operate the world's first salt water undersea laboratory. This 350,000-gallon salt water fish tank is an empty shell without the funds to staff and fill it with fish. It can provide important answers to scientists on behavior studies including responses to various stimuli which are of immediate, practical benefit to anglers as well as adding to our knowledge of fish tolerances and contributing to life-history studies.

Without immediate appropriations, this unique facility will not even make a good swimming pool since funds will not be available to fill it with water, stock it with fish, nor provide any scientific staff to utilize its immense research potentials.

To open basic research on perhaps the most important area of ignorance among marine biologists today, $200,000 is needed to launch a minimum of two life-history studies of our most popular food and gamefish—bluefish and weakfish. Virtually nothing is known by scientists of the life histories of these vital sports fish, one of which has already disappeared for practical purposes.

The weakfish, the most popular and plentiful fish of the forties, is today a rarity among sport fish. It is unknown by millions of fishermen, and the reasons for its disappearance are as mystifying to scientists today as they were 10 years ago.

Life-history studies will provide answers to pressing problems of fish depletion, offer immediate answers on the effects of pollution on growth and mortality along coastal wet lands which serve as nurseries for most of our popular gamefish; and, provide marine scientists with the first answers to the protection of whole gamefish species from future extinction.

To sustain and support these national programs as provided for by Congress, the facility at Sandy Hook is urgently in need of major repairs and alterations. Visited by foreign scientists and students from our major universities and colleges, who find themselves in a decrepit 100-year-old converted hospital that has been jury rigged into a working laboratory, the headquarters facility needs wholesale renovation of its building facilities. While there is no accurate measure available to us of the costs involved, it is obvious that $50,000 is urgently needed to construct adequate laboratory space from old hospital rooms, to install a deep freeze for storage of important specimens, and to replace or repair the heating and ventilating systems.

In addition, present docking facilities are both inadequate and dangerous. The research vessel can be berthed at the open pier on calm, sunny days, but during bad weather it must be berthed at private docking facilities to prevent either damage to it or irreparable damage to the dock. In constant use, this dock presents a hazard to life and limb for the scientists and crewmembers who must use this facility, and as some of you may know, to visitors who have business at Sandy Hook. Two hundred and fifty thousand dollars is the minimum necessary for construction of a pier shed for foul-weather storage of sensitive scientific equipment and to make this present facility serviceable. It will also provide a feasibility study for the complete renovation of the pier area.

Americans concerned with the future of salt-water angling believe the opportunity it affords millions for healthful, outdoor recreation is a national benefit. In food production alone, recreational angling is a national asset. Official Government figures show that the total value of the commercial salt-water catch in the United States is in the neighborhood of $350 million annually. In sharp contrast, salt water recreational fishing involves annual expenditures of $800 million annually.

While Federal expenditures for research and development benefiting commercial fishermen average approximately $240 per man, the expenditure for the recreational anglers proposed for the entire Federal marine research program plus the additional funds I have suggested based on urgent need, average out to less than 20 cents for every recreational salt-water angler in the Nation. This is a small price to pay for an irreplaceable asset that brings countless hours of pleasure to young and old alike.

Reduction in State Share of Land and Water Conservation Grants

Letter From Hon. Howard W. Cannon, a U.S. Senator From the State of Nevada

U.S. Senate,
Committee on Rules and Administration,
March 9, 1965.

Hon. Carl Hayden,
Chairman, Senate Appropriations Committee,
Washington, D.C.

Dear Mr. Chairman: I am writing to ask that you and the committee give every consideration to proposals that funds allocated to the States under the Land and Water Conservation Fund Act of 1964 be authorized on a 50–50 matching basis.

I strongly supported the Land and Water Conservation Fund Act which provides that the Federal share of matching funds shall not exceed 50 percent.

I am advised that the State of Nevada and possibly other States would suffer if funds are allocated on the basis of 60 percent State participation and 40 percent Federal participation as recommended by the President. In this regard, I received a letter from Governor Sawyer of Nevada stating that the State believed the funds would be available under a 50–50 matching formula, and that the entire Nevada program under the act has been formulated on this presumption.

I feel the goals of the program can best be realized by equal matching funds and I urge your favorable consideration of this proposal. I am enclosing a copy of the letter from Governor Sawyer and would appreciate your making it part of the official hearing record.

With kindest regards, I am,

Sincerely,

HOWARD W. CANNON.

LETTER FROM HON. GRANT SAWYER, GOVERNOR OF THE STATE OF NEVADA

THE STATE OF NEVADA,
Carson City, February 24, 1965.

HON. HOWARD CANNON,
Senate Office Building,
Washington, D.C.

DEAR HOWARD: We are very disturbed by a letter received from the Bureau of Outdoor Recreation, a copy of which is attached.

Please note that the Federal Bureau of the Budget is assuming that the allocation of funds under the Land and Water Conservation Fund Act of 1964 will be allocated on a basis of 60–40 (60 percent State participation and 40 percent Federal participation). As you know, we have been under the impression that these funds would be available to us on a 50–50 matching basis. Our entire program under this act has been planned on this basis. It will especially hurt us in our attempts to acquire the proposed park at Lake Tahoe.

We urge you to exert your influence on the Federal Bureau of the Budget to obtain a reconsideration of this matter.

With best personal regards.

Sincerely,

GRANT SAWYER, *Governor.*

LETTER FROM HON. THOMAS H. KUCHEL, A U.S. SENATOR FROM THE STATE OF CALIFORNIA

PREVENTION AND CONTROL OF FOREST FIRES

U.S. SENATE,
COMMITTEE ON APPROPRIATIONS,
March 9, 1965.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Interior-Forest Service Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR CHAIRMAN HAYDEN: The ever-present and grave problem of fire in our forests and on our public and other open lands is, as you well know, of grave concern throughout my State of California. Extensive and costly blazes during the past year inflicted exceedingly serious losses, especially of precious watersheds, and presented new threats of flood damage in several areas.

The need for intensive research into the complex matter of prevention and control of fires often has been demonstrated and I appreciate your personal support for efforts to expand knowledge of basic factors and to improve techniques in this field.

A valuable tool in strengthening defenses against the fire menace was provided when the Riverside Laboratory of the U.S. Forest Service went into operation. I regret to learn, however, that this facility still is not fully manned and that assorted projects planned to be undertaken there have not been funded.

The proposed increase of $135,000 in the budgeted allowance for this institution is welcome and, in my view, fully justified. At the same time, I believe the gravity of the situation warrants thorough consideration of further prospective benefits which could be realized from accelerating and expanding activities at the Riverside Laboratory. I am informed that another $465,000 is required to mount significantly stronger efforts to find solutions to fire disasters such as the vicious Santa Barbara blaze of last fall and other similar conflagrations of recent years.

I might point out that the Santa Barbara fire, which swept over 67,000 acres in which homes were intermingled with wildland fuels, destroyed structures valued at $6 million, caused watershed damage estimated at $13 million, cost $2,500,000 for firefighting, and necessitated $1,500,000 for emergency rehabilitation and flood prevention.

The principal hope for solution of such terrifying and costly problems is an imaginative, energetic, and intensified research program. I believe that full staffing of the Riverside facility would represent a great step toward protection of immensely valuable natural resources and the numerous potential and actual benefits they represent.

I am attaching to this letter a number of communications and resolutions received from officials and public bodies in my State which evidence the strong feeling that aggressive action should be taken promptly.[1]

With warm regards.

Sincerely,

THOMAS H. KUCHEL,
U.S. Senator.

FISCAL YEAR 1966 UTAH PROJECTS

STATEMENT OF HON. WALLACE F. BENNETT, A U.S. SENATOR FROM THE STATE OF UTAH

Mr. Chairman, it is a privilege to testify before this distinguished subcommittee in support of funds for worthy Utah projects, and I appreciate the opportunity afforded me. In general, I support the budget request; however, there are some items to which I would like to direct the subcommittee's attention.

OURAY NATIONAL WILDLIFE REFUGE

The first item is the Ouray National Wildlife Refuge in Utah, for which the fiscal year 1966 budget includes $95,000—of which $60,000 is for water control facility development and $35,000 is for one residence and two storage buildings. While I am pleased that the budget contains funds for the Ouray refuge, additional development work is needed in fiscal year 1966 in excess of that which can be accomplished with the $95,000 programed.

The land acquisition status of the refuge is sufficiently advanced so that an additional $255,000 could be used to very good advantage in development work in the Shepherd Bottoms area of the Ouray refuge. This work would consist of impoundment facilities, the pumps necessary to provide water for the impoundments, dikes, canals, ditches, and drains. The additional $255,000 would complete development work in the Shepherd Bottoms area of the refuge.

The total cost of developing the Ouray refuge is estimated at $1,300,000, which it is hoped can be accomplished over a 5-year period so that the refuge can provide habitat conditions capable of producing a maximum number of waterfowl as well as providing for food and cover during migration.

The Ouray National Wildlife Refuge was established on November 20, 1960, by former Secretary of the Interior Fred A. Seaton, after which the Bureau of Sport Fisheries and Wildlife proceeded to acquire the necessary acreage and to prepare a master development plan. The plan was completed in July 1962, but because of some delays in the land acquisition program, the Bureau was not ready to begin developing the refuge until fiscal year 1964 when the committee, at my request, added funds to initiate construction. The committee approved $250,000, which was cut to $133,000 in the conference bill. In fiscal year 1965 an additional sum of $115,000 was requested and appropriated. The total of the two appropriations was $248,000, or approximately the amount

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[1] Withdrawn for committee files.

necessary for the first year's program, and thus, after a year's additional delay, development work was finally initiated in fiscal year 1965.

The Ouray National Wildlife Refuge is located in Uintah County, Utah, 26 miles southwest of Vernal and 1 mile north of the small Indian village of Ouray, and extends north along either side of the Green River for 7½ miles. It is technically located in the Pacific flyway, but is a mere 30 airline miles from Colorado and the central flyway.

The refuge will provide habitat conditions capable of producing at least 1,000 geese each year with sufficient food to maintain a peak population of 3,000 during migration and an annual use-day population of 400,000. Moreover, it is expected the refuge will produce 13,000 ducks each year and provide food for peak populations of 75,000 ducks during fall migration with overall duck use-days totaling 4,250,000. The refuge will offset the loss of Canada goose production areas as a result of Flaming Gorge Reservoir.

In addition to its importance as a prime waterfowl production area and a resting and feeding area for migratory birds, the refuge will protect and maintain the upland game birds, big game, and furbearer populations that now use the area. Ultimately it also will provide hunting as well as recreation facilities for the enjoyment of the public. Social and economic benefits will thus accrue to nearby communities.

In view of the urgent need for early development of the Ouray Wildlife Refuge, I strongly urge the committee to approve $350,000 for developments in the coming fiscal year. This will keep this important project within the required construction timetable.

PREDATORY ANIMAL CONTROL

Another item to which I would like to direct the subcommittee's attention is the predatory animal control program under the Department of the Interior.

In Utah, livestock operators have experienced an extreme increase in predator loss in recent years. The sheepmen themselves have increased their efforts monetarily and otherwise in an attempt to supplement the control measures carried on by the Fish and Wildlife Service. It is important to the livestock economy to maintain a strong and well-managed predator control program.

There is presently a 45-mill tax on sheep in Utah for predatory animal control work, and a bill is now before the Utah State Legislature to increase the levy to 65 mills. It is evident the sheepmen are willing to carry their share of the load.

At the same time, however, the fiscal year 1966 budget calls for a 20-percent decrease in the predator control program, which indicates the Federal Government is falling down on its share. I think it significant to point out that about 75 percent of the predator control work in Utah is on Federal lands.

The program, as now conducted, is in cooperation with the Utah Department of Agriculture, the State fish and game commission, grazing district advisory boards, county commissioners, municipalities, woolgrowers association, and individuals. The cooperators furnish more than half of the total cost of the program. In 1964 (the latest field annual report), expenditures in Utah were:

	Predator control
Bureau of Sport Fisheries and Wildlife	$119,682
Cooperators	124,927
Total	244,609

In view of the great importance of a strong and well-managed predator control program to the livestock economy, I urge the committee to appropriate funds to at least maintain, or preferably to expand, the present level of this important program.

FOREST SERVICE

WATERSHED AND RANGE MANAGEMENT RESEARCH

Permit me now to direct the committee's attention to the Forest Service budget, to several items under the forestry research program. The programs described are included in a national forestry research program which the Secretary of Agriculture sent to Congress in April 1964.

Last September, the new Forestry Sciences Laboratory was dedicated at Utah State University campus in Logan. The U.S. Forest Service built the Laboratory on lands provided by the university, and the research which will be performed there will be of benefit to Utah and all of the Western States.

The amount in the fiscal year 1966 budget for watershed and range management research at the new Laboratory is $274,000, which is the same amount provided in fiscal year 1965. An additional $125,000 could be used efficiently in fiscal year 1966. This is the amount, the committee will recall, that was disallowed in conference last year after the Senate recommended an increase of $250,000 for watershed and range research at Logan in the fiscal year 1965 budget.

The Great Basin States rely upon water from upland watersheds for their irrigation, industries, and communities. During low-water periods, water supplies are now insufficient and increased future demands will aggravate the problem. Also, flash floods originating in upland watersheds plague this area. The $125,000 is needed to develop techniques for increasing water yields from the upland watersheds of the Great Basin and to find ways of rehabilitating range watersheds.

The increase would provide for a balanced research effort on plant-soil-water-use interrelationships in the Great Basin. The knowledge gained will lead to solutions of the water supply, flood, and sedimentation problems. Other studies would be initiated immediately on the management of watershed vegetation and snowpack to improve water yields, especially during periods of low flow.

Studies are necessary to find how grazing use can be modified and how ranges subjected to overgrazing or wildfire can be restored so that flood runoff and erosion can be minimized while still increasing forage production.

The increase will fully and effectively utilize the space in the new Forestry Sciences Laboratory at Logan which represents the first stage of the planned construction at this location.

INSECT AND DISEASE RESEARCH

The Forestry Sciences Laboratory presently houses a small program of research on insects and diseases. There is $58,000 available for this research in fiscal year 1965, and the same level is provided in the fiscal year 1966 budget. The work needs strengthening by the addition of $100,000 to provide for reasonable progress in program development, which according to the projected 10-year forestry research program will ultimately amount to an annual program level of $420,000. Until planned additions to the Forestry Sciences Laboratory are constructed, additional space for temporary occupancy for the insect and disease research program has been offered by Utah State University.

Bark beetles are highly destructive pests of coniferous timber in the Intermountain region. Approximately half of the 10 million acres of commercial forest land in the region are subject to frequent attack with subsequent heavy losses. Also, throughout the West, rust diseases of conifers kill, deform, and reduce the growth rate of trees, lowering the productive potential of commercially important timber species. The $100,000 increase would provide for more rapid development of effective efficient and safe means of control for these diseases and insect pests.

Also, insects and diseases of woody plants are causing serious damage in the Intermountain West and marring the beauty of recreation areas. Likewise, the destruction of shade producing trees is reducing the suitability of these areas for campers and picnickers. Some of the same pests feed on browse plants, widely devastating much of the nutritious forage for big game and livestock. Among the insects responsible are aspen leaf miner, tent caterpillar or bitterbrush, and the leaf tier on sagebrush. Almost no research has been done on control of these insects and so little on associated diseases that some of them are unidentified. It is important that a major effort get underway to protect our forests and ranges from destructive insects and diseases.

ADDITION TO FORESTRY SCIENCES LABORATORY, LOGAN, UTAH

I have referred to some of the gains in forestry sciences which will accrue from the research programs to be carried out at the Forestry Sciences Laboratory in Logan, Utah. This facility will do much to solve the problems of watershed management, range management improvement of soils, the menace of disease and insects.

The initial stage of the Laboratory was completed last year, and represents one wing of the facility needed eventually to house the projected 10-year forestry program which the Secretary of Agriculture sent to Congress in April 1964. An additional $1,100,000 is estimated as needed to complete the facility, with construction to proceed in two stages; the first at a cost of $600,000 and a final stage at a cost of $500,000.

An amount of $48,000 is needed to prepare architectural design and plans for the next stage. I urge the subcommittee to approve this amount to permit orderly development of the forestry research program planned for Logan.

BROWSE LABORATORY, PROVO, UTAH

There is another planned Forest Service research facility in Utah—a Range and Wildlife Habitat Laboratory to be constructed on the Brigham Young University campus in Provo. The university has given the Federal Government a 50-year lease for a building site on the south side of the campus.

The Intermountain Forest and Range Experiment Station has headquartered certain research activities in Provo for nearly 3 years. These projects include management of desert, sagebrush, and pinyon-juniper livestock ranges; restoration and management of big game ranges; and browse improvement and regeneration.

The office space now occupied by research scientists is completely inadequate and unsuited to the job that needs to be done. Studies that involve greenhouse culture, controlled environment for plant growth, or analytical procedures of more than a rudimentary nature are severely limited by lack of facilities.

The new laboratory, estimated to cost $800,000, will eventually be staffed by about 20 scientists and an equal number of supporting technicians and clerical and administrative personnel. Sixty-four thousand dollars is needed for architectural design and plans.

A purposeful program of selection and breeding of shrubs for specific uses is proposed for the Provo Laboratory. Some shrubs are the primary sources of browse for the big-game herds; others are of major importance on livestock ranges, especially for fall and winter forage. They are also extremely important for stabilizing soils on eroding rangelands and watersheds and on-sites disturbed during road construction, as well as for screening and general beautification of the landscape.

Wildlife is one of the most important wildland resources of the Intermountain West and its importance is increasing. In 1960, one-half of the big game harvest of the 11 Western States and about one-fourth of that of the entire country was in this territory. Many big-game ranges of the West are badly depleted, and restoration of browse on critical areas is essential to maintain present herds during severe winters. Seeding or planting will be necessary to restore the needed browse species within a reasonable period of time, but information is inadequate on species adapted to various situations or on methods of establishment.

Likewise, vast areas of livestock ranges have become depleted through heavy use combined with lack of knowledge, and must be rehabilitated and reseeded. Livestock grazing on approximately 160 million acres of dryland ranges has been an important segment of the economy of the Intermountain West since the first settlement. Sustained research is needed to determine more precisely the basic requirements and characteristics of important forage species and the best grazing management systems for maintaining production of forage and rehabilitating deteriorated ranges.

Much research needs to be done in regard to plant selection and breeding for maximum forage production and survival. It is highly desirable to gain more knowledge of species adapted to particular soil types, to ascertain the best planting conditions and which species are most palatable, more drought and disease resistant, and which have the highest heat and fire tolerance.

Provo is an ideal location for the browse laboratory, providing close association with two major universities having strong interests in research involving native vegetation; with close proximity to major forage types; and with long-term ecological records over a wide range of altitude and environment conditions. Utah is unique in having browse forms from both the northern and southern vegetative types.

Early development of modern laboratory and office facilities is essential to efficient conduct of the Forest Service's present and planned research program at Provo. I respectfully urge the committee to include in the budget $64,000 for

architectural design and plans for the Provo Laboratory, so that construction may commence at an early date.

Meanwhile, a significant start on this important browse improvement program can be made while awaiting construction of the new laboratory. Included in the budget is $95,000 for "Range management and wildlife habitat improvement research at Provo. An increase of $150,000 could be used efficiently in fiscal year 1966 to start research on a western region-wide program of selection and breeding of shrubs, the need for which I have outlined.

I am convinced that expansion of research on browse improvement and the construction of needed facilities would be extremely beneficial to Utah and the West, and I urge approval of the recommended funds.

WATER RESOURCE DEVELOPMENT AND RELATED ACTIVITIES, INDIANA

STATEMENT OF HON. VANCE HARTKE, A U.S. SENATOR FROM THE STATE OF INDIANA

Mr. Chairman, I wish to make a statement for the record in these hearings concerning the need for an increased appropriation beyond that presently included in the budget now being considered by your subcommittee, under the item "Forest protection and utilization."

I would urge upon you an increase in this item by the amount of $626,000 for use by the Forest Service in its "water resource development related activities." Specifically, such an addition is needed for the earlier and fuller development of work to be carried out around the Monroe Reservoir, under direction of the Wayne Hoosier National Forest personnel.

The Monroe Reservoir is now slated for completion in December of this year. It is already filling, and will soon provide, together with flood protection, a large recreational area for the midstate region of Indiana. Only a few miles from Bloomington, the site of Indiana University, the reservoir is easily accessible to the city of Indianapolis, only about 50 miles distant. There will be an immediate demand for facilities through which this new natural beauty spot can be enjoyed fully by thousands of persons who will visit it.

The forest protection and utilization funds include, in the Forest land-management activities, an item which appears on page 193 of the budget as (b) under the latter denomination, "Water resource development related activities." The funds under this portion will be available for just this kind of program—for use by the Forest Service in the preparation of recreational areas surrounding new water areas created by such projects as the Monroe Reservoir.

Although the breakdown does not appear in such fine detail in the budget itself, I am informed that there is only $374,000 allocated to the Monroe Reservoir area. This recreation and development work will be under the Wayne National Forest, within which much of the reservoir lies. The reservoir itself will spread at least some 15 miles in length and as much as 2 miles in width. With the great numbers of people in this central part of Indiana, not to mention those from a greater distance who will come to enjoy it, there is immediate need for far more development than is presently planned with the allotted amount.

Presently slated for construction are a visitors' information center, a water system of limited extent, a shelter, and camp and picnic areas which can accommodate about 90 families. It has been estimated that if this limited construction allotment can be increased to a million dollars, the Forest Service will be able to complete the water system add another 150 family camp units, build a needed 3½ miles of access roads, construct a necessary headquarters building, and blacktop all roads to the area. Without the additional funds and the additional construction, the facilities to be available will be inadequate for the need.

Therefore, I ask that your subcommittee may give the most serious consideration to this request for an increase of $626,000 in the appropriation for forest protection and utilization, so that the Monroe Reservoir may be adequately served under the water resource development related activities program, making possible the expansion of planned facilities as I have described.

NENE GEESE AND OTHER RARE HAWAIIAN BIRDS

LETTERS FROM HON. HIRAM L. FONG, A U.S. SENATOR FROM THE STATE OF HAWAII

U.S. SENATE, COMMITTEE ON THE JUDICIARY,
Washington, D.C., March 8, 1965.

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

DEAR MR. CHAIRMAN: I request that the Department of the Interior's recommendation that the sum of $150,000 to establish sanctuaries for the nene goose and other rare Hawaiian birds, which are threatened with extinction, be granted. I further urge that the Department's request for $15,000 to protect and conserve the nene goose be increased to $25,000.

NENE RESTORATION PROJECT

The Bureau of Sport Fisheries and Wildlife, Fish and Wildlife Service, Department of the Interior, requests $15,000 to continue the nene goose restoration project in fiscal year 1966. The amount requested is the bare minimum necessary to carry on this valuable project. This amount should be increased to $25,000, to provide a more adequate restoration program.

The Federal Government has financed a part of the restoration program in Hawaii since 1958. The amount made available to the Hawaii Division of Fish and Game annually has been $15,000. Together with the State's contribution, an artificial propagation program has been carried on at the Pohakuloa Game Farm, island of Hawaii, which has produced 96 birds. These were released to the wilds on the island. In addition, 49 birds furnished by the Severn Wildfowl Trust of England and 5 by Dr. Dillion Ripley have been released on the island of Maui. There is evidence of crossbreeding with the few wild survivors (estimated to be 300) and the young being produced.

The long-range plans call for maintaining about 500 birds each on Hawaii and Maui. To accomplish this objective, an expanded action program must be undertaken. This includes modernization of the present game farm facilities to build up a bigger flock of breeding birds. The current breeding flock numbers 17 pairs, which produced 37 young last year. At least 50 birds per year are needed for release to the wilds for a 5-year period.

Predation by mongoose and feral dogs and pigs is one of the limiting factors. An aggressive control program in the nene goose habitat is essential. Also, it is essential to complete the study of the habitat to determine the means of developing favorable conditions for the wild flock to sustain itself.

To accomplish this program, a sum of at least $25,000 annually is needed in contrast to the current $15,000 provided for this work in the 1966 budget of the Bureau of Sport Fisheries and Wildlife.

SANCTUARIES

I am in full accord with the proposal of the Bureau of Sport Fisheries and Wildlife to establish sanctuaries for the nene goose and other rare Hawaiian birds. I support its request for $150,000 for the purpose of (1) leasing 3,000 acres for nene geese in high lava flow country on the east slopes of Mauna Loa and Mauna Kea on the island of Hawaii, and (2) leasing of 2,000 acres of fresh water ponds and marshes for the Hawaiian duck, the Hawaiian gallinule, and the Hawaiian stilt.

I am informed that the population of the Hawaiian duck is now reduced to between 400 and 600 birds on all of the major islands of the State; that the Hawaiian gallinule is reduced to 200 on Kauai, Molokai, and Oahu; that the Hawaiian stilt is reduced to 1,300 on Kauai, Niihau, and Oahu.

In the case of the nene goose, while its number has increased since the artificial breeding project was begun, conservationists are of the opinion that the number today is not adequate to assure survival of this rare bird. They believe sanctuaries are necessary as a permanent conservation measure.

In the case of the Hawaiian duck, gallinule, and stilt, similar protection should be afforded these threatened water birds so they can nest and breed freely.

With aloha,

Sincerely yours,

HIRAM L. FONG.

OFFICE OF WATER RESOURCES RESEARCH 1966 BUDGET REQUEST

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
February 17, 1965.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Department of Interior and Related Agencies Appropriations, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I wish to express my support of the request of the Office of Water Resources Research, Department of the Interior, for a total of $5,890,000 to carry out provisions of the Water Resources Research Act during fiscal year 1966.

The approval of this request would move forward the new program initiated with a supplemental appropriation of $1,465,000, approved in October last year. Among other purposes, the appropriation requested would provide for allotments of $87,500 for each of the 51 water research centers (one for each State and Puerto Rico) as contemplated in the law for second-year participation.

As a cosponsor of the Water Resources Research Act, I am pleased to learn from the Office of Water Resources Research that the legislation has received enthusiastic response nationwide. Forty-eight States, including Hawaii, have submitted applications for an initial allotment, and 14 have already received their first-year grant of $75,000 each. Two other State and Puerto Rico are now in the process of preparing their proposals. Although there were many other worthy applications besides the 14 approved initially, only the fact that the supplementary appropriation last year was depleted denied these worthy applications from being approved for the initial allocation.

In Hawaii a Water Resources Research Center was established at the University of Hawaii last year. Its application for an initial allocation has been submitted and hopefully will be granted when a supplemental appropriation for the remaining 36 States and Puerto Rico is approved. I will make another presentation to this subcommittee when the supplemental request comes up for a hearing.

The economic growth of Hawaii requires continual modification and expansion of water development. The problem of locating, analyzing, and conserving water supplies arises continually. Conditions unique to Hawaii make local research essential.

I request that the proposed budget of $5,890,000 for the Office of Water Resources Research for fiscal year 1966 be approved. Hawaii looks forward to sharing wtih the rest of the Nation the research benefits envisioned in the new law.

The proposed budget for fiscal 1966 also would provide $1 million for matching grants to water research institutes and $427,000 for administration. Dr. Roland R. Renne, Director, and his small staff have performed the very difficult task of launching this vital national program, and should be supported adequately so they can cope with the larger, long-range responsibilities ahead.

Sincerely yours,

HIRAM L. FONG.

PREDATORY AND RODENT CONTROL

STATEMENT OF HON. LEN B. JORDAN, A U.S. SENATOR FROM THE STATE OF IDAHO

My interest is much the same as yours—to keep our Federal spending in balance without curtailing necessary funds for important programs. It is a privilege for me to appear before you and ask for your consideration to a matter in the U.S. Bureau of Sport Fisheries and Wildlife, Department of Interior. It has been proposed to reduce the fiscal year 1966 appropriations for that agency for predatory animal and injurious rodent control programs by some $350,000 below the fiscal year 1965 figure. It is expected that State and local

cooperator funds for this purpose in fiscal year 1966 will be $4.8 million while the Federal share for cooperation on it is set at $2,381,000.

Many persons in an effort to be practical in the control of predators and injurious rodents realize that conditions vary from State to State or even from community to community. Admittedly, coyotes are more of a novelty and of interest to many more animal lovers in Montgomery County, Md., than they would be in Owyhee County, Idaho. I would like to quote one paragraph from the so-called Leopold study report made March 9, 1964:

"Only some of the predators and troublesome rodents and birds remain unprotected by law or public conscience. In many localities bounties are paid for their scalps, and Government hunters are employed for their control. In point of fact, there are numerous situations where control of predators, rodents, and even some birds is essential to protect important agricultural and pastoral interests or human health and safety. The problem is to differentiate those local situations where control is justified from the numerous cases where the same species of animals have social values far in excess of the negligible damage they cause. The large carnivores in particular are objects of fascination to most Americans, and for every person whose sheep may be molested by a coyote there are perhaps a thousand others who would thrill to hear a coyote chorus in the night. Control programs generally fail to cope with this sliding scale of values."

We have relatively few people in Idaho who are thrilled by the howl of the coyote chorus but we do have hundreds of sheepmen who are not thrilled and who spend their time and money to cut down the voices in the coyote chorus. Nearly two-thirds of all the lands within Idaho's boundaries are owned, managed, and controlled by the Federal Government. Most of our predatory animals and injurious rodents are born on these lands but live off the livestock and crops produced on private lands. Our farmers and livestock men expend more than $2 for every dollar spent by the Federal control agencies now and this proposed reduction will make it even more difficult for them. The cost of operation continue to advance and labor for sheep raising is difficult to obtain. The numbers of sheep permitted to graze on lands managed by the Forest Service and the Bureau of Land Management are being constantly curtailed. In 1952, 11,317,000 head of sheep grazed on these lands and by 1962 the number had been reduced to 9,187,000 or a reduction of 2,137,000 head.

Other marginal and questionable programs are expanding while proven programs such as this are curtailed. We should not make broad general reductions in this manner but only where it can be shown that there are areas where some necessary programs such as this can be cut back without harm. This is not true in my State in the fiscal year 1966 proposal for the control of predatory animals and rodents. We will have a reduction of $22,000 that will mean a loss of 2.3 man-years of assistance. I realize this is not much but we need more—not less help on this from the Federal Government.

I hope you as members of this subcommittee may be able to adjust some parts of the fish and wildlife program so funds needed for programs such as this may be restored.

NORTHERN MINNESOTA BOUNDARY WATERS CANOE RECREATION RESEARCH

STATEMENT OF HON. ALBERT H. QUIE, A U.S. REPRESENTATIVE FROM THE STATE OF MINNESOTA

Mr. Chairman, I urge that your subcommittee include an appropriation increase of $230,000 for the U.S. Forest Service recreation research program to further wilderness research in the Boundary Waters Canoe Area of northern Minnesota.

This need has been recognized and strongly recommended by a special study group set up by the Secretary of Agriculture to outline needed policies and programs for this area. The study group was headed by Dr. George Selke, former Minnesota commissioner of conservation and one of the most respected conservationists in our State as well as in the Nation.

With such an appropriation a careful study may be made as to the best method of preserving this wilderness area, one of the few great natural wilderness areas left in the United States, while accommodating the greatest number of recreational users and giving adequate consideration to the use potentials of water, wildlife, and timber.

The rapid increase in usage of the area means that research is necessary to show the way to prevent deterioration of this primitive recreation region. It is also necessary because knowledge of all phases of plant and animal ecology in the area is either limited or completely lacking.

Steps have already been taken to preserve the Boundary Waters Canoe Area in the short run. Following a complete review of the management of the area by the special study group I have mentioned, the Secretary of Agriculture directed that 150,000 acres be promptly withdrawn from commercial timber harvest and that 100,000 additional acres be added to the no-cut zone in the near future.

This action is of utmost importance in "holding the line" until further plans can be formulated. But it seems unlikely that adequate steps can be taken to preserve this invaluable natural resource unless funds are available for research to provide basic information.

Public interest in the best possible preservation of this primitive wildlife reserve is shown by the many letters I have received on this subject. They have come not only from residents of northern Minnesota, but also from my own constituents in southeastern Minnesota and from the residents of other States. Obviously, Minnesotans from all parts of the State recognize the great significance of the Boundary Waters Canoe Area as do other people throughout the Nation. And this, it seems to me, is fitting, since adequate preservation and knowledge of the resources of this vast area is truly a national concern.

I will now provide several letters which I have received in regard to this matter, which I believe clearly show the concern which Americans feel in this matter. I might point out that some of these letters were written prior to the Secretary of Agriculture's recent action preventing further timber cutting. I offer these letters only to show the great interest felt by many people in regard to adequate preservation and usage of the Boundary Waters Canoe Area.

I have here letters from Mr. Jim Brace, adviser to post 2092 of the Boy Scouts of America, sponsored by Colonial Church, Prairie Village, Kans.; Mr. William Witzbacher, Evansville, Ind.; Mrs. Edward Schneider, Elmhurst, Ill.; Mr. R. H. McAllister, Corona del Mar, Calif.,; and Mr. Arthur D. Peterson

BOY SCOUTS OF AMERICA,
Prairie Village, Kans., January 13, 1965.

HON. ALBERT QUIE,
Congress of the United States,
Washington, D.C.

DEAR CONGRESSMAN QUIE: It has been brought to our attention that under misapplication of the multiple-use concept, the U.S. Forest Service is permitting timber utilization in the Boundary Waters Canoe Area of Superior National Forest. This will destroy the wilderness character of the forest and appears to us to violate the stewardship of the area which has been made possible by contributions of both time and money by untold numbers of people of both the United States and Canada.

We, the undersigned, have on several occasions traveled to this area and have worked as a group to improve the campsites and trails. We have cleaned the shorelines of cans and bottles and have, by diving to the bottom, removed such trash from the lakes.

We respectfully request that all logging be stopped in the Boundary Waters Canoe Area and that this area be reclassified immediately as a wilderness area so that we may preserve this canoe country for ourselves, and the generations to come.

Respectfully.

JIM BRACE,
Adviser, Post 2092.

EVANSVILLE, IND., *January 25, 1965.*

Congressman ALBERT QUIE,
Congress of the United States,
Washington, D.C.

DEAR SIR: The Boundary Waters Canoe Area, previously called Roadless Area, which is a part of the Superior National Forest, was originally set aside to perpetuate its unique esthetic and recreational qualities.

The U.S. Forest Service is permitting excessive timber utilization which detracts and will eventually destroy the wilderness character of the forest. I am writing this short letter to ask you to do all you can to stop all logging operations in the Boundary Waters Canoe Area of northern Minnesota.

Yours truly,

WILLIAM WILZBACHER.

ELMHURST, ILL.

Congressman ALBERT QUIE,
Washington, D.C.

DEAR SIR: My husband and I most strongly protest to any logging being done in the Boundary Waters Canoe Area in Minnesota. We feel that with the added popularity of recreational activities that more acres should be reserved for this purpose. The canoe country of Minnesota is very beautiful and it would be a shame to spoil it. Please help us to preserve this area in its natural state.

Sincerely,

SHARON SCHNEIDER,
Mrs. Edward Schneider.

CORONA DEL MAR, CALIF.,
January 28, 1965.

Subject: The Boundary Waters Canoe Area controversy.

Hon. ALBERT QUIE,
Washington, D.C.

DEAR CONGRESSMAN: Your assistance in halting the logging operations in the above area is urgently requested. Any help that you can offer in reclassifying this area as a "wilderness area" will be greatly appreciated by not only the present generation but for generations to come.

Respectfully submitted.

R. H. MCALLISTER.

JANUARY 19, 1965.

ALBERT QUIE,
U.S. Representative,
Washington, D.C.

DEAR CONGRESSMAN: Although I am an Iowan, I have deep affection for the Boundary Waters Canoe Area.

Its primitive quality should not be impaired. Regardless of prior use and definitions, this area is and should be retained as wilderness. I do not believe that logging should continue; the area should be maintained and rebuilt for its history and recreation values.

I am not unmindful of the economic aspects. Perhaps my estimate of at least $1,000 spent personally in Minnesota over the last 6 years for gas, lodging, food, and equipment rental would be of interest; tourist money helps "keep (all) Minnesota green."

Yours very truly,

ARTHUR D. PETERSON.

ADDITIONAL LETTERS

Mr. Chairman, although I could insert many similar letters from nonresidents of Minnesota, I believe that these examples show the great interest which exists. However, a few examples of how Minnesotans outside the immediate area of the Boundary Waters Canoe Area might also be helpful. These examples from constituents of mine are from people who live some 500 miles from the Boundary Waters Canoe Area.

This letter is from Mr. George T. Hanson, secretary of the Austin, Minn., chapter No. 10 of the Izaak Walton League:

FEBRUARY 1, 1965.

Hon. ALBERT H. QUIE,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN: The Austin Chapter 10, Izaak Walton League of America, wishes to thank you for supporting the decision made by the Secretary of Agriculture in behalf of conservation in northern Minnesota.

We have supported this fight from the beginning and will continue to do so regarding any legislation to save the Boundary Waters Canoe Area for the future.

Very truly yours,

On behalf of the membership, Austin chapter 10:

GEORGE T. HANSON, *Secretary.*

This letter is from Mr. Dana Campbell, West Concord, Minn.:

COULEE CREST FARM,
DANA CAMPBELL & SONS,
West Concord, Minn.

DEAR AL: I would like to see the North Boundary Waters Canoe Area stay as much wilderness as possible. I believe logging is a poor policy in that area, so if it is possible to influence you to do what you can to stop it I would appreciate it.

Thank you,

DANA CAMPBELL.

Mr. Chairman, I am sure that it is abundantly clear to this subcommittee that the people of northern Minnesota are vitally interested in the actions of this subcommittee, the Appropriations Committee, and the full House in regard to this matter. Mr. William H. Magie, executive secretary of the Friends of the Wilderness at Duluth, Minn., tells me that 80 percent of the people he has surveyed favor the Selke report, 15 percent oppose it, and 5 percent don't think it goes far enough in its recommendations.

Mr. Chairman, I trust that the examples I have just offered will serve to illustrate how much Minnesotans and even the residents of other States are concerned. I respectfully urge that favorable action be taken and that $230,000 be included in the appropriation and earmarked for research use in the Minnesota Boundary Waters Canoe Area.

Chairman HAYDEN. There also will be placed in the record numerous letters and other communications concerning items included the Interior Department and related agencies appropriations bill.

(The communications referred to follow:)

LAND AND WATER CONSERVATION FUND ACT

STATEMENT OF WALTER D. STONE, PRESIDENT, AMERICAN ASSOCIATION OF ZOOLOGICAL PARKS AND AQUARIUMS

This statement represents the united support of the American Association of Zoological Parks and Aquariums for the full appropriation for fiscal year 1966 for the Bureau of Sport Fisheries and Wildlife under the land and water conservation fund. This association is a nonprofit, professional, public service organization whose membership is comprised of individual zoological park and aquarium directors and executives of the various zoos and aquariums, societies, commissions, and park boards throughout the country. The association represents the management of over 95 percent of the zoos in the United States.

Our interest in the appropriations for the Bureau of Outdoor Recreation and specifically, the funds to be allocated to the Bureau of Sport Fisheries and Wildlife is based upon our increasing concern for the conservation of wildlife, especially of rare and endangered species of animals, for exhibition in zoological parks and for the preservation of the species.

We have an active conservation of wildlife committee and wildlife conservation, at this time, is our most important association program. We do have a voluntary program in effect now of exchange of animals for propagation purposes. The effectiveness of this program is limited, due to available land under zoological park jurisdiction, which has reached the saturation point of use in the exhibits and the facilities necessary to maintain these exhibits. There is little room for breeding purposes and many species, now rare and endangered, do not breed successfully in captivity.

Conservation programs must be carried on with continuity for a period of years to develop well-established herds and flocks before they are separated for future breeding. The program of animal exchange among our American zoological parks has been effective with some species in preservation of the species and our work has been recognized internationally in the worldwide conservation movement.

However, due to our limitations, we are dependent upon our Federal Government for land for conservation purposes. The use of national areas for preservation of our rare and endangered species must be our ultimate goal before these species become extinct and lost forever for scientific, educational, and exhibition purposes.

It should be noted that more than 60 million persons visit American zoos every year—a clear indication that the general public is extremely interested in viewing exotic and indigenous animals. There is great interest in maintaining fully stocked zoos for the educational, scientific, and recreational values involved.

The funds requested by the Bureau of Sports Fisheries and Wildlife, through the land and water conservation fund, are scheduled for use in acquiring land for our American endangered species, including the whooping crane, Florida sandhill crane, New Mexican duck, and several of the Hawaiian bird species which are seriously endangered. It is important that this program get underway, before these species become extinct through lack of a sound, stable conservation program.

On behalf of the American Association of Zoological Parks and Aquariums and the millions of American citizens who are interested in preserving our wildlife and in maintaining wild animal collections in their communities, we urge you to recommend the full appropriation requested by the Bureau of Outdoor Recreation for fiscal year 1966 to acquire land for wildlife conservation purposes.

The alternative may be the extinction of certain species of wildlife, depriving man of nature's greatest gifts, the world's animal life.

STATEMENT OF ALFRED B. LAGASSE, EXECUTIVE DIRECTOR, AMERICAN INSTITUTE OF PARK EXECUTIVES, INC.

This statement represents the united support of the American Institute of Park Executives which has as its membership over 3,500 park and recreation profession people throughout the United States functioning at all levels of government.

Our interests in the appropriations for the Bureau of Outdoor Recreation are primarily twofold.

We urgently request that the Senate appropriate out of the land and water conservation fund the moneys that are accruing into this fund. The Bureau of Outdoor Recreation has requested from the funds $125 million for the 1966 fiscal year, the majority of which is to be used for financing grants-in-aid to States for continuing their programs and to Federal agencies for acquiring land and water recreation areas. These funds are urgently needed to provide our burgeoning population with outdoor recreation areas.

We are equally concerned and urgently request that the Senate make funds available to States on a matching 50-50 basis. We believe that reducing the matching funds to 40 percent would work a hardship on some of the States which are less populous and less affluent and in most need of assistance.

We also feel that if the Federal matching funds are reduced to 40 percent, the States may follow this as a guide and might in turn reduce their matching funds for State political subdivisions to 40 percent. If this happens, this could also adversely affect the less affluent municipalities and counties who are the ones who really need the most help.

If the States follow this pattern, this would mean an actual net reduction of 20 percent in aid to the municipalities and counties and might in turn result in a loss of momentum to the movement to acquire lands which are generated by the passage of the Land and Water Conservation Act.

The outdoor recreation business is now annually a $50 billion industry, but still we are not keeping up with the need. People are inundating our outdoor recreation areas. With the increases in automation, higher pay, greater mobility, and more leisure, the needs for outdoor recreation facilities are going to grow more acute daily. There is an urgency to provide the necessary outdoor

recreation areas. We must have funds for planning, acquiring, and developing recreation areas now. We urge you to recommend the full appropriation requested by the Bureau of Outdoor Recreation and to establish the matching portion of Federal funds of 50 percent as provided for in the Land and Water Conservation Act.

The alternative may be a smothered movement and lands may be irrevocably lost for public recreation.

STATEMENT OF HAROLD G. WILM, CONSERVATION COMMISSIONER, STATE OF NEW YORK

Mr. Chairman, I am Harold G. Wilm, commissioner of conservation for the State of New York, speaking for New York State in support of President Johnson's budget recommendations for $125 million for the Land and Water Conservation Fund Act, Public Law 88–578 and $3.4 million for administration of the Bureau of Outdoor Recreation. You know, of course, that the establishment of a Bureau of Outdoor Recreation and the passage of the Land and Water Conservation Fund Act were two major recommendations of the report of the Outdoor Recreation Resources Review Commission which was made to President Kennedy on January 31, 1962. It has been a great source of satisfaction to us in New York to know that the Congress has taken favorable action on both of these recommendations so that today the Land and Water Conservation Fund Act is Public Law 88–578 and the Bureau of Outdoor Recreation is an established agency in the Department of the Interior. These two accomplishments are most significant to an orderly nationwide outdoor recreation program.

It is well to give you background on outdoor recreation in New York State, an activity which has been a major use of State and municipal lands for a great many years. Its future significance had not been fully recognized, however, until Governor Rockefeller took office in 1959. Knowing that adequate and suitable public land is the base for an orderly program of outdoor recreational development, one of his earliest acts was to recommend a special bond issue, solely for the purpose of acquiring remaining open and natural land for outdoor recreation within the State.

His proposal had almost unanimous approval of the legislature and the first bond issue was subsequently approved in the 1960 election by a vote of about 3 to 1. On January 1, 1961, this act took effect and land acquisition was started by both municipalities and the State. Within 1½ years it was evident that the original $75 million approved by the voters was not enough to do the full job in New York State. Accordingly Governor Rockefeller recommended an additional $25 million which was approved by the people in 1962 in about the same proportional vote. Thus, State money recently available in New York State for the acquisition of outdoor recreation land amounts to $100 million divided evenly as State aid to the municipalities and for direct State acquisitions.

The $100 million park and recreation land acquisition bond issue in New York was the pioneer program in the Nation. Subsequently several States followed New York's lead and are right now acquiring land for future recreational use. Some of these States are: Pennsylvania, New Jersey, New Hampshire, Wisconsin, California, and others.

In New York we have programed practically all of the $100 million and we can see the culmination in the near future of our major recreation land acquisition program on the part of both the State and the municipalities. Consequently, the State is entering the planning and development stages for the more than 350,000 acres of land it has acquired for recreational use under the Bond Act.

In planning for this development we are relying on the Federal aid which will be available to New York through Public Law 88–578 which our State enthusiastically supported all the while it was before the Congress. The best estimates we have from the Bureau of Outdoor Recreation are that New York will receive about $4½ million in fiscal years 1966 and 1967 and starting in fiscal year 1968 and in subsequent years for the 10-year period, our State should receive about $7 million yearly in matching funds. This assumes, of course, that Federal receipts for this act are adequate and that the Congress appropriates the necessary funds annually. Thus the moneys the State of New

York should receive over a 10-year period, about $65 million, under Public Law 88-578 in matching funds will be most significant in the development of outdoor recreation facilities on land already acquired in the State. I may add that our comprehensive State outdoor recreation plan as required for participation in Public Law 88-578 is under preparation with a target date of June 1 for completion. We have also drafted the State legislation which we believe necessary to insure full State and municipal participation in the Land and Water Conservation Fund Act.

There are some expressed fears that Public Law 88-578 moneys which will be available to Federal agencies for land acquisition may have an adverse effect on the private land picture, particularly forest industry lands. These fears appear to be aimed primarily at the Forest Service of the U.S. Department of Agriculture which administers the national forests in the public interest and does it so well.

All moneys to this Federal agency, as to all Federal agencies under Public Law 88-578, will be used only for recreation land acquisition. In the case of the national forests, this acquisition can be only within the national forest boundaries with the exception of a total of 500 acres on the perimeters of any one national forest which may be necessary to round out recreational use of these Federal lands. In the northeastern region of the Forest Service, which comprises the 14 Northeastern States, there are 7 national forests, the total area of which accounts for only 4 percent of all the forest land in those 14 States. Although we have only a very small amount of land in New York State administered by the Forest Service, we are familiar with the land pattern within the seven national forests and feel that it is good national policy for a reasonable share of moneys from Public Law 88-578 to be used for the acquisition of key recreational areas within those forests. No great amount of land is involved on the northeastern national forests since only a total of about 1½ million acres of recreation land is planned for acquisition there under the Land and Water Conservation Fund Act. This land is necessary for future outdoor recreation of people on the eastern seaboard and we hope it is acquired. It will increase the amount of Federal forest land in the Northeast about 1 percent in relation to all forest land in the 14 States.

In New York's land acquisition under the $100 million Park and Recreation Land Acquisition Bond Act, fears were expressed by some owners that we might acquire lands which would seriously affect the landholdings of the forest industries. We had, however, made careful advance planning—and I am sure the Forest Service has done the same thing for the national forests—of the particular lands needed to round out the future recreation pattern in New York State. As a result, I know of no instance where the State acquired lands which were being considered for purchase by any private forest industries owner.

In one specific case, we had included a rather large block of forest land for State acquisition, when one of the large paper companies made known its desire to acquire that same tract. After discussions between company and State officials, we agreed that that particular tract might contribute more to the economy of New York State in private ownership for timber production than it would in State ownership for future recreation use. Accordingly, the State withdrew from negotiations and the company proceeded in its effort to acquire the land.

In another case we acquired a very large tract of cutover forest land which had been under consideration for State ownership years before Bond Act moneys became available. For almost 2 years after the Bond Act went into effect and we did have the money to acquire this land, we made no specific effort to do so. Any other owner could have entered negotiations with the company and may have been able to acquire this forest land. However, to the best of my knowledge no one was interested in it but the State. We acquired it for about $16 an acre.

I bring out these illustrations merely to show that New York's land acquisition program has been carried on with full consideration of all factors involved. I am sure that Federal agencies will do the same. The amount of Federal lands to be acquired under Public Law 88-578 is further insurance that future generations of Americans will have the land they will need for outdoor play and vacation. If it is not acquired now, it will be lost to that use forever.

In my position of commissioner of conservation in the State of New York and in the interests of future outdoor recreation for the people of New York State, I urge your approval of the amounts recommended by President Johnson for Public Law 88-578 and for administration by the Bureau of Outdoor Recreation.

LETTER FROM JAMES J. O'DONNELL, DIRECTOR, PLANNING DEPARTMENT, STATE OF MARYLAND

STATE OF MARYLAND PLANNING DEPARTMENT,
Baltimore, Md., March 3, 1965.

Hon. CARL HAYDEN,
Chairman, Subcommittee on Department of the Interior and Related Agencies, Committee on Appropriations, U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: As the representative of Gov. J. Millard Tawes with the Bureau of Outdoor Recreation on the "Land and Water Conservation Fund Act," I wish to indicate to you the support of the State of Maryland on appropriations requested for the Bureau of Outdoor Recreation for the fiscal year 1966.

I understand that hearings on these appropriations are scheduled before your subcommittee this week and next week.

Because the General Assembly of Maryland is presently in session, it will be impossible for me to personally appear before your subcommittee to testify on these appropriations. However, I wish you would consider receipt of this letter as our full endorsement of the request, and the expressed hope that your subcommittee will see fit to approve the Bureau of Outdoor Recreation's submission.

The State of Maryland is in a position to more than match and use the funds that would be made available to it through the Land and Water Conservation Act, and we are making substantial progress on the development of a comprehensive plan for outdoor recreation and open spaces. I have every reason to believe that we will be able to qualify for appropriation of funds as soon as they become available.

It is my understanding that there has been some consideration of restricting the Federal funds to a 40-percent ceiling on grants from fiscal year 1966 appropriations instead of to the originally anticipated 50-percent ceiling. It would certainly be my hope that the 50-percent considerations would remain firm and that the lower percentage would not be significant in your considerations.

Your favorable reaction to our indicated interest in this area of activity will be most appreciated.

Sincerely yours,

JAMES J. O'DONNELL, *Director.*

LETTER FROM JAMES S. STEVENS, JR., AMERICAN RECREATION SOCIETY

AMERICAN RECREATION SOCIETY, INC.,
Washington, D.C., February 26, 1965.

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

DEAR SENATOR HAYDEN: The American Recreation Society wishes to record its approval and support of the budget request as made by the Bureau of Outdoor Recreation, U.S. Department of the Interior, for the fiscal year 1966.

We and other responsible elected officials, representing the fields of municipal, county, and State public recreation, as well as those with whom we work in the industrial, hospital, military, private, voluntary and college recreation areas have carefully analyzed the Bureau of Outdoor Recreation's budget request.

Many of our members administer recreation and park departments at the State, county, and municipal governmental levels with million dollar budgets. We are among the direct recipient of advisory and consultation service rendered by this Federal agency.

The approximate $700,000 increase is directly related to service programs at all governmental levels and including the private recreation sector. Each State and its political subdivisions are responsible for creating a comprehensive State recreation plan before they become eligible for land and water conservation fund moneys. Individual State plans are fine and necessary but this will lead to very disjointed planning unless the nationwide outdoor recreation plan is developed and presented to Congress as required by Public Law 88-29. Approximately 79 percent of the requested increase is to provide the wherewithal to prepare the nationwide plan.

The other main portion of the budget request relates to aquatic recreation. Where land meets water one finds the greatest recreation potential. Only in

recent years has this phase of recreation activity grown by leaps and bounds. Recreation aspects of water resource projects and river basins open new recreation economic opportunities. Another small budget item involves the Lewis and Clark Trail Commission budget need.

We are further concerned that the $125 million budget request to carry out the intent of the Land and Water Conservation Fund Act, Public Law 88–578, be approved. States and their political subdivisions are anxiously awaiting Congress to authorize such an appropriation. These governmental units wait with plans and moneys in hand looking forward to the time when they can meet the outdoor recreation needs at their respective levels.

We, therefore, urge your committee to act favorably upon the budget request as made by the Bureau of Outdoor Recreation.

Sincerely yours,

JAMES S. STEVENS, Jr.,
Chairman, Legislative Committee.

STATEMENT OF PERRY H. MERRILL, COMMISSIONER, FORESTS AND PARKS, STATE OF VERMONT

My name is Perry H. Merrill, commissioner of forests and parks for the State of Vermont. I am representing the National Association of State Park Directors as its legislative chairman. I am also a member of the Legislative Committee of the National Association of State Foresters.

We wish to support the budget figures for the Bureau of Outdoor Recreation.

We request that your committee give approval to a 50–50 matching in grant-in-aid funds to the States instead of the 40–60 matching proposed by the Budget Bureau.

In testimony for the passage of the Bureau of Outdoor Recreation enabling act, together with subsequent figures released by the Government, we all have based our State plans and budgets upon a 50–50 matching basis.

A 40–60 matching works to the disadvantage of the less wealthy States in that they will have to raise 20 percent more funds to get the allocated grant-in-aid funds due them under the formula.

To the more wealthy States the 40–60 matching makes little difference because they have more than sufficient State funds to match Federal funds.

LETTER FROM SPENCER M. SMITH, JR., SECRETARY, CITIZENS COMMITTEE ON NATURAL RESOURCES

CITIZENS COMMITTEE ON NATURAL RESOURCES,
Washington, D.C., March 15, 1965.

HON. CARL HAYDEN,
Chairman, Senate Appropriations Committee and Subcommittee on Interior and Related Agencies, Washington, D.C.

DEAR MR. CHAIRMAN: I respectfully request that the comments appearing below be placed in the record at an appropriate place.

Last year the 88th Congress passed Public Law 88–578 which authorized a land and water conservation fund. They had passed in the previous year Public Law 88–29 which established the Bureau of Outdoor Recreation and delineated its purposes and goals.

As we understand both pieces of legislation the major purposes of the two acts are to provide for the coordination of outdoor recreation planning between the effected agencies of the Federal Government and the various States, in addition to establishing a fund which would derive its source of revenue from a system of fees from Federal installations, the sale of surplus property, and the transfer of the motorboat fuels tax from the highway fund to the land and water conservation fund. It is our judgment that the funds requested by the Bureau of Outdoor Recreation in carrying out the directions of the Congress are appropriate and desirable. Many of the questions, in establishing this Bureau, have been satisfactorily answered, in most minds. They have achieved a highly significant response from the States that have taken giant steps in formulating

a comprehensive nationwide outdoor recreation plan and they have provided important leadership in coordinating the plans of the several Federal agencies.

Already the States are looking for guidance and information in developing their own local and State programs. Guidelines have been developed and submitted to the States in order to facilitate local and State activities, as well as apprising them of the criteria necessary to achieve full partnership with the Federal Government in acquiring and developing recreation areas.

The review of program procedures and legislation of the several Federal agencies has already eliminated considerable amounts of overlapping. In addition, activities of the Bureau have formed the basis for considering new legislation which further enhance the coordination of Federal activities. The development of a repository of necessary information has been useful not only to the States but to the cooperating Federal agencies.

The responses of the States to date indicate both the need and seriousness of the conditions that prompted this legislation. Six States have made specific grants to local governments for accelerating recreation areas. Twenty-three States have increased their own financing of recreation programs. By the end of June some 27 States will have completed comprehensive plans.

The total of $74,136,000 authorized by Public Law 88–578 will be made available to the States on a matching basis. We should like to urge the committee to seriously consider reestablishing Federal matching amounts at 50 percent rather than the proportion recommended in the budget which specifies only 40 percent Federal matching. We use the word "reestablish" advisedly in requesting this increase in the Federal share. We are aware that establishing these matching grants at 40 percent is within the executive's prerogative as determined by Public Law 88–578. Nevertheless, it would appear that the record of the Congress in considering Public Law 88–578 is abundantly clear that a 50–50 matching basis was uppermost in the minds of those considering the legislation. This was the amount upon which preliminary projections were made by the Department. The discussion in both the Senate and House committees revolved around this figure. The floor debate again revealed that the 50–50 matching was predominant in the thinking of the Congress. As a result of this lengthy discussion and apparent agreement, it is understandable that the various States and other groups assumed a 50–50 matching basis. Many States feel that although the present recommended 40–60 matching basis is technically permissive under the language of the statute it is clearly not within the spirit and intent that existed at the time of passage.

Some States who are in the midst of working out their comprehensive plans, now find themselves in a highly marginal position. Unfortunately, this inevitably occurs in the States where the greatest recreation need exists. We hope the committee will in its wisdom restore the 50–50 matching basis which will greatly facilitate the State activities.

The request of $49,424,000 for acquisition of land and water areas by the Federal agencies is highly desirable. Not only is the land needed to meet the demands, but it will in some cases vastly improve the administration of entire areas. This improvement will result because of the peculiar position of many of the inholdings, which frustrates the overall operation and utilization of a unit. A most significant part of the $26,031,000 requested for land acquisition by the National Park Service is certainly within this category. The National Park Service has had serious problems of acquisition of commingled lands for a period of time. It has fallen behind partly due to the great expansion that has been necessary in the last decade. As each year goes by the problem is made more difficult and it is hoped that the amount requested in this year's budget would be considered quite minimal in terms of the overall need.

The request by the Forest Service for $20,279,000 is not as egregious as some areas of the national parks but it more often than not parallels the problems of the Park Service. Also the requirement of the Forest Service to acquire lands primarily for recreation still meets other needs. It was the thought that the land and water conservation fund for the first time would place the National Park Service and Forest Service in a posture of catching up to the recreation demand. If these needed additions are not met it will frustrate one of the prime purposes of the act.

The Bureau of Sport Fisheries and Wildlife has requested $3,114,000 to enhance the protection of endangered species of wildlife. The Congress has time and time again shown its interest in providing this protection and it is hoped that this amount will be appropriated. We would also support Senator Mundt in

his effort to provide $350,000 for a wildlife research project specifically dedicated "to save from extinction rare and endangered American wildlife species."

We hope the committee will see fit to recommend the appropriation of the $3,398,000 which will enable the Bureau to carry out the directive of Congress under Public Law 88–29. The Congress was especially interested in reviewing the recreation aspects of certain major river basins. If the Bureau is to go forward in a meaningful manner with these programs, it is necessary to achieve the personnel such activities require. From every comparative vantage point the Bureau at the present time is well within the directive of Congress that would prevent the Bureau in the long run to grow to large and expansive proportions. In seeking to comply with this congressional intent the Bureau has maintained itself in a most spartan manner. It would appear in the interest of administrative efficiency that the modest adjustments requested could be made and still keep within the admonition of the Congress.

We thank the committee for considering our comments and appreciate the opportunity to offer them.

Very truly yours,

SPENCER M. SMITH, JR., *Secretary.*

RESOLUTION, NEW ENGLAND GOVERNORS' CONFERENCE

Whereas the New England States and many of their communities have taken steps to develop and appropriate, on a 50–50 matching basis, moneys for programs and projects under the Land and Water Conservation Act and thus contribute their share of this important national endeavor; and

Whereas the land and water resources conservation program needs the full financial cooperation and support of the Federal Government during its initial years and will suffer accordingly if the Federal Government does not participate to the fullest extent allowable under the act: Now, therefore, be it

Resolved, That the New England Governors, meeting in Boston on March 1, 1965, urge that the Federal Government's share of matching grants be 50 percent of the cost of approved projects during at least the first 2 years of the program.

RESOLUTION, NATIONAL ASSOCIATION OF COUNTIES

NATIONAL ASSOCIATION OF COUNTIES,
Washington, D.C., February 24, 1965.

During the annual meeting of the officers and directors of the National Association of County Park and Recreation Officials, an affiliate of the National Association of Counties, on February 23–24, 1965, the following resolutions were adopted:

1. That the Federal matching grants-in-aid to the States under the land and water conservation fund be available on a 50–50 matching basis and that this program be funded to its full capacity of $125 million for the 1966 fiscal year, in keeping with the tenor of the congressional legislative history of this new matching grants program.

2. That the matching provision of the open space section of the Housing Act of 1961 be upgraded to a 50–50 matching basis for urban areas and that the appropriations ceiling be increased to permit greater participation in the program.

3. That the objectives of the Recreation Advisory Council be broadened and that it report directly to the President; that a citizen advisory body to the Council be appointed by the President; and that the Bureau of Outdoor Recreation be designated as a permanent staff to the council.

FOREST SERVICE

STATEMENT OF ARTHUR F. MUSCHLER, TECHNICAL DIRECTOR, EDWARD HINES LUMBER CO.

I am Arthur F. Muschler, technical director of the Edward Hines Lumber Co. I am also vice president of the Forest Products Research Society and a past president of the Society of Wood Science & Technology.

In testifying before the committee last year at this time, I emphasized the Federal Government is owner of 40 percent of the standing timber in the United States and, as such, must recognize a dominant interest in forest products research which will assure future markets and maintain the value of these vast properties. The burden of fundamental research in processes and products, of necessity, rests almost totally with the Federal Government as the single dominant forest-landowner. We are faced today with a declining per capita consumption of lumber and other forest products and a dramatically increasing rate of timber growth. Growth recently has commenced to exceed harvest even on a board foot, or sawtimber, basis. The victory in growing timber may be a hollow victory, indeed, unless research can enable us to effectively utilize this change in timber growth patterns.

We have emphasized the need for forest products research centered at a national forest products laboratory, rather than expensive fragmentation of facilities along regional lines. Unlike the regional problems inherent in forest management research, problems in forest products research are national problems. Problems in forest products research require the coordinated effort of teams of researchers in each of several fields of knowledge. Such research requires adequate buildings, expensive equipment, suitable library, and the opportunity for constant consultation with industry. Fragmentation of facilities along regional lines will be exceedingly expensive and the effort will be largely wasted.

My testimony last year was in support of the appropriation of $3.8 million to complete the first stage of an announced three-stage program for modernizing and expanding the facilities at Madison, Wis. The overall program has been announced at approximately $10 million. Presently, funds have been made available for new construction. A second stage involves extensive rebuilding of portions of the present building which are now occupied by the Wood Chemistry and Wood Fiber Products Research Divisions. The divisions will move to the new buildings in early 1967.

An appropriation of $190,000 is requested to be made available July 1, 1965, to finance architectural and engineering services in preparing detailed plans and specifications for rebuilding the present building. Actual construction funds for this work will not be needed until July 1, 1967. However, preparation of plans and specifications must be started in the present calendar year so that construction contracts can be awarded immediately when space in the present building is vacated in early 1967.

We support this request for an appropriation of $190,000 to be made available July 1, 1965 (fiscal year 1966) and urge the committee to provide these funds in order to keep the modernization and expansion of the facilities in Madison, Wis., on an orderly and planned schedule.

I appreciate being allowed to appear before the committee in support of this important program. I want to thank you for granting me this opportunity.

STATEMENT OF CHARLES H. LEWIS, JR., EXECUTIVE DIRECTOR, LOUISIANA FORESTRY ASSOCIATION

Mr. Chairman, members of the committee, my name is Charles H. Lewis, Jr. I am executive director of the Louisiana Forestry Association. Our association consists of 2,200 timberland owners and businessmen who are concerned with our forest resources and with the preservation of the private ownership of southern forests. More than 1,000 of our members are certified tree farmers. All have invested substantial sums of money in tree farming operations on more than 3 million acres of land in Louisiana.

This is my fourth appearance before your committee. In 1962 our association presented the need for a Forest Products Research Laboratory in the southern timber region and requested funds for the construction of such a facility.

Four hundred fifty thousand dollars was later made available in the fiscal year 1963 budget to finance initial construction (phase 1) of the new Laboratory in Alexandria, La.

In February 1963, I appeared before your committee again, on behalf of our association, requesting funds to complete the Laboratory (phase 2).

Four hundred fifty thousand dollars was later made available in the fiscal year 1964 budget for this purpose.

On February 21, 1964, I appeared before your committee, again on behalf of the Louisiana Forestry Association, this time requesting funds for employment of the initial cadre of scientists to staff this new facility.

One hundred fifty thousand dollars was later made available in the fiscal year 1965 budget for initial staffing (phase 3) of the Laboratory.

Construction is now complete. Senator Allen Ellender officially dedicated the facility September 23, 1964. The research center is now operational. Two scientists are at work, others have been screened and are being classified. Staffing is progressing on schedule.

We are asking that an additional $100,000 now be included in the fiscal year 1966 budget to permit continued orderly recruitment for the Alexandria Forest Products Research Laboratory. This will permit the employment of three additional scientists with supporting technicians.

The Laboratory is designed to accommodate 10 scientists plus supporting technical assistants. It is our hope this goal will be reached in fiscal year 1967. We believe it would be unwise to attempt full recruitment of 10 scientists at this time. This is a slow and difficult task. We recommend that funds for this purpose be made available over the next 2 years: $100,000 in fiscal year 1966 and $100,000 in fiscal year 1967.

We solicit your continued support of this facility so that it may become completely operational as scheduled, in 1967.

Mr. Chairman and members of the committee, the Louisiana Forestry Association has reviewed testimony prepared by Congressman Jamie Whitten, of Mississippi, for presentation to your committee. It concerns appropriations for the Southern Hardwood Laboratory at Stoneville, Miss.

We concur in and endorse this statement of needs—especially do we urge your special consideration of the request for funds ($50,000) to initiate research on two of the most valuable of southern tree species, tupelo gum and cypress. No satisfactory means of regeneration has yet been developed. Research in this area is almost nonexistent. This research is essential if we are to develop intelligent forest management policies on the several million acres which support this timber type.

STATEMENT OF ROBERT E. RICHARDSON, INDUSTRIAL LUMBER CO.

Mr. Chairman, my name is Bob Richardson. I am a forester employed by Industrial Lumber Co. of Elizabeth, La. Our company owns 96,000 acres of forest land in the longleaf pine belt of Louisiana. This property is typical of the 26 million-acre area, reaching from Texas to South Carolina, that once supported magnificent stands of longleaf pine timber.

Our holdings include 45,000 acres of planted pines—some of the oldest plantations in the South. We are now cutting from stands planted in 1930, logs suitable for manufacturing plywood.

An abundance of grass on the forest floor is characteristic of the longleaf pine belt. Unfortunately, this resource has been neglected and abused in the past. We like other southern forest landowners, are today recognizing the potential value of this grass as cattle forage. If properly managed, it can support a substantial range beef industry, thereby providing an important supplemental income from forested lands.

A function of the Alexandria Forestry Center is range management research, primarily on longleaf pine sites. Research at Alexandria has already developed supplemental feeding formulas and herd management systems that increased calf crops on forest ranges by 50 percent and raised average calf weights at 6½ months by about 200 pounds—a 100-percent increase in beef output. Experiments are also showing that managed grazing permits orderly reforestation with minimum damage to pine seedlings. At the same time, hazardous grass fuels—a primary contributor to the high occurrence of fire in southern pine forests—is removed.

It appears that controlled grazing is destined to become an essential part of intelligent management on pine forests in much of the South. Industrial Lumber Co., using research results from the Alexandria Center, already has 17,000 acres leased for managed grazing by 13 cattle producers. The trend toward controlled use of forest ranges is growing. When fully developed it will provide a substantial source of income for thousands of rural citizens in the southern Coastal Plains region.

Research in grazing management has broad application. At present only two scientists are conducting this work. They have recently been delegated research responsibility for the entire pine-bluestem type, which reaches from Texas to west Florida. Our company, other large timber producers, and innumerable small landowners throughout this area need more information concerning the coordinated use of forest land for production of both timber and beef.

The Research Committee of the Louisiana Forestry Association has reviewed the mission of range management research at Alexandria. In the light of its new responsibility and the growing demand for the results of range experiments, the research committee is convinced that additional support of $50,000 is necessary if this unit is to produce results consistent with the needs. These funds will be used to employ two additional scientists and to defray operational costs, including travel, which is becoming a substantial item.

STATEMENT OF HARRY V. BALCOM, S. H. BOLINGER & CO.

Mr. Chairman, my name is Harry Balcom. My company, the S. H. Bolinger & Co., owns 20,000 acres of timberland and operates a retail building material business in Bossier Parish, La.

My primary purpose in appearing before your committee is to request $50,000 additional financing for the timber management research project at Alexandria, La. This is the oldest and most firmly established of the five research projects at this location. It is a tried and proven unit; one of the most productive in the country. Since establishment in 1947, new research findings in the fields of direct seeding, chemical control of cull hardwoods, planting nursery-grown seedlings, and managing manmade pine plantations has resulted in savings of many millions of dollars to forest landowners throughout the southern region. Perfecting techniques for sowing repellent-coated seeds from aircraft instead of tediously planting nursery stock has resulted in economies of $8 to $10 million alone.

This timber management project has recently been assigned southwide responsibilities for artificial regeneration of the southern pines and hardwood control on both upland and bottomland sites. These broadened responsibilities are well deserved in light of spectacular, previous successes.

However, added responsibilities have put great pressures on productive research time and travel budgets. Moreover, additional supporting personnel, especially laboratory technicians and field aids, are needed to increase the efficiency of this seasoned, productive research team.

The Louisiana Forestry Association Research Committee, of which I am a member, has reviewed the budget of the timber management research project in light of these new obligations. It is our belief that an increase of $50,000 for fiscal year 1966 would permit this unit to maintain its previous high level of productivity and service to the great southern pine region—the area which must carry the major burden of producing America's timber needs during the latter part of this century.

In closing, I'd also like to urge your favorable consideration of the appropriations request ($100,000) presented by C. H. Lewis, Jr., in behalf of the Louisiana Forestry Association for staffing the Forest Products Research Laboratory in Alexandria.

STATEMENT OF GEORGE HJORT, VICE PRESIDENT, BOISE CASCADE CORP.

Adequate protection of the forest resources from insects, disease, and fire is a must for the State of Idaho where the timber industry is a major part of our State's economy. The cooperative State and private forestry programs of the Forest Service provide an important base for our State forestry programs.

The President's budget for the Forest Service provides an increase of $1,800,000 for insect and disease control work for the increased cost of doing business. We strongly support this increase.

We wish to point out the great need for increased fire protection. The President's budget for fiscal year 1966 provides $12,783,000 for cooperation in forest fire control, the same as for fiscal year 1965. The National Association of State Foresters has recommended an appropriation of $15 million which is an increase

of $2,917,000. We strongly urge that the cooperative forest fire control item be increased by this amount for the following reasons:

(1) The cost of doing business has increased. From 1962–64 Federal funds for cooperative fire control have increased 0.4 percent. During this same period State and private expenditures increased 15.4 percent.

(2) Population increases and higher land values make it more imperative that fire protection be intensified.

(3) The authorization for this program is $20 million and on a 50–50 matching basis. Over all this present budget item matches on only about an 18-percent basis.

LETTER FROM EDWARD JONES, ILLINOIS CENTRAL RAILROAD

ILLINOIS CENTRAL RAILROAD,
Yorkville, Tenn., March 3, 1965.

Hon. ROSS BASS,
U.S. Senator,
Washington, D.C.

DEAR ROSS: I would like to express my strong support for continuing the research work now being done on hardwoods by the Forest Service at Stoneville, Miss. This work covers an area that is vital to our forests in the South and can be of tremendous importance in helping us to realize the potential income from this valuable southern resource.

I feel very strongly that any interruption in the progress that has already been made at this station would have a very adverse effect. It could seriously affect the sound management practices that are so badly needed and that have been so long neglected on our southern woodlands.

I understand that appropriations for this work will be considered by the House Appropriations Committee next week. I would very much appreciate it if you could see fit to give your support to this important work.

I am familiar with the work being done and will be glad to furnish you any additional information available to me.

Sincerely yours,

EDWARD JONES, *Agricultural Agent.*

LETTER FROM W. D. HAGENSTEIN, EXECUTIVE VICE PRESIDENT, INDUSTRIAL FORESTRY ASSOCIATION

INDUSTRIAL FORESTRY ASSOCIATION,
Portland, Oreg., March 8, 1965.

Hon. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: Our association has been growing trees for artificial reforestation on private tree farms in western Washington and western Oregon since 1942. We have shipped 150 million trees now from our Greeley Nursery at Nisqually, Wash., and Canby Nursery at Canby, Oreg., for this purpose. All the trees have been planted by hand because our region does not lend itself to the cheap and easy planting methods of the South. Our tree farmers capitalize their tree planting costs and wait 60 to 80 years to recapture that capital while running the risk of fire, wind, insects, disease, and depredations of rodents and other wild animals.

Animal damage has been a great deterrent to artificial reforestation and we have been working with the public agencies for the last 10 years trying to put pants on an adequate program of animal damage research.

The State of Washington made land available near Olympia, the Forest Service and Fish and Wildlife Service have a modest but crowded laboratory facility on it, and now is the time to move ahead. It is our understanding that the Forest Service could use profitably this coming year $35,000 to plan expansion of the facilities at Olympia, which are estimated to cost ultimately a total of $450,000. In our view this is a well-deserved appropriation to safeguard the benefits of the artificial reforestation in which industry, the States of Washington and Oregon,

and the United States are engaged throughout our two States. I hope you will lend your support to the item.

Regards.

Sincerely yours,

W. D. HAGENSTEIN,
Executive Vice President.

LETTER FROM ROBERT F. LEDERER, EXECUTIVE ASSOCIATE, AMERICAN ASSOCIATION OF NURSERYMEN, INC.

AMERICAN ASSOCIATION OF NURSERYMEN, INC.,
Washington, D.C., March 12, 1965.

Hon. CARL HAYDEN,
Chairman, Senate Subcommittee on Interior and Related Agencies,
Washington, D.C.

DEAR SENATOR HAYDEN: Each year nurserymen hope that it will be the last year in which sums of money are appropriated by the Federal Government to produce seedlings in competition with the private nursery industry. In 1924 when the Clarke-McNary section IV funds were first appropriated to "stimulate tree planting in the various States" they were needed. We have contended for many years and continue to insist that the need has now passed and this appropriation which has grown to $300,000 per year should be discontinued. It is an unnecessary Federal appropriation.

We again urge the committee to seriously consider elimination of a $1 million item for "assistance to States for tree planting" under title IV of the Agricultural Act of 1956. In these times when genuine efforts seem to be underway to reduce unnecessary items in the Federal budget, here is one which could well be turned back to the States. There is no need for the Federal Government to assist States in producing and planting trees, particularly when those trees are planted on privately owned land. The private nursery community is capable of producing better trees at a lower price than can be produced by public nurseries. Each year the private nursery community is forced to destroy millions of seedlings for which they find no market. These are seedlings which, if sold, would bring income and greater employment to a private sector of the economy which would then translate part of that income and employment into taxes which could be paid to the Federal Government. There is no excuse for Government to compete with private industry in such a way that private industry finds it necessary to destroy its product because Government has taken its market.

Once again we urge the Senate Appropriations Committee Subcommittee on Interior and Related Agencies to take seriously the views of this part of private industry which has been so seriously hurt by unfair competition from the very entity to which it pays taxes.

We respectfully request that this letter be made a part of the record of hearings before your subcommittee.

Sincerely yours,

ROBERT F. LEDERER.

RESOLUTION, WESTERN ASSOCIATION OF STATE GAME AND FISH COMMISSIONERS

Whereas wildlife management and improvement are necessary supplements to wildlife and fish management, especially where food and cover plants and stream conditions have been seriously depleted by misuse, natural ecological succession, or other causes; and

Whereas U.S. Forest Service is responsible for research on the maintenance and improvement of wildlife habitat on national forests and national grasslands and such research is conducted cooperatively with the various State wildlife agencies, Fish and Wildlife Service of the U.S. Department of the Interior, other agencies, and private industries; and

Whereas research has resulted in the development of procedures for improvement and management of habitat which makes possible great advances in this field; and

Whereas knowledge available to public land managers and private landowners for the most effective maintenance and improvement of wildlife habitat in harmony with other uses still is inadequate: Now, therefore, be it

Resolved, That the Western Association of the State Game Commission hereby expresses support of the wildlife habitat research program of the U.S. Forest Service, believing that continued and expanded research will provide many of the answers needed for proper management and improvement of problem areas for game and fish, and urges Congress to fully fund this program; and be it further

Resolved, That the results of these accelerated research programs, before implementation, be closely integrated with State game and fish management programs.

Fish and Wildlife Service

Statement of Gerald Bolda, President, Midwest Federated Fisheries Council

GREAT LAKES FISHERIES

The fisheries of the Great Lakes are presently in serious trouble. To the average citizens this may not be particularly disturbing. These fisheries and their problems are symbols and symptoms of a much broader resource crisis, however, that involves the total Great Lakes resource complex.

These lakes are a national treasure—economically, esthetically, recreationally, and ecologically comparable to any natural resource complex in the United States, or for that matter, in the world. By historical and ecological accident, the fisheries of the Great Lakes have been the first to experience the effects of complicated and subtle resource changes and deterioration.

If a dynamic society has the capacity to solve the fishery problems, the future of the balance of the Great Lakes treasure is assured. If it does not demonstrate this capacity, the fishery (and particularly the commercial fishery) will go down and its defeat will scar the sport fisherman, the recreation seeker, and the urban dweller as well. The social cost of chronic epidemics is not counted alone in those who die. The living conditions of the survivors may not be worthy of a great society.

Deterioration of neither the fishery symbol nor the other resource values it represents has to happen unless we choose to let it. It is a national disgrace that we have allowed our lakes and their fisheries to deteriorate to a point where they are almost lost to us. It would be a national crime to disregard existing conditions in the mistaken assumption that fisheries are not important or that as long as we can use water its condition does not matter.

The immediate and outstanding symptom has been the dramatic weakening of the Great Lakes capacity to produce the fishes that supported the active and valuable fishery of the past. They now produce an overabundance of many species that have been used little or not at all by industry.

Gone from Lakes Huron, Michigan, and Superior are lake trout stocks that supported a commercial fishery in the United States and Canada, which yielded an average annual production of 15.5 million pounds, worth about $7.5 million at dockside. Reduced to complete or relative insignificance are the fisheries in those lakes for several species of whitefishes, for walleyes, and for burbot. Upset completely is the ecological balance among species that existed there.

Fisheries in Lake Erie are extremely demoralized and financially unstable. Gone from that lake are the keystones that supported a steady and lucrative fishing industry, second to none in the years 1935–58. Blue pike, walleyes, whitefish and yellow perch stocks have dwindled to insignificance or changed character so much that their contributions to the fishery are almost nil. Blue pike production in the U.S. fishery dropped from 6,855,000 pounds worth $1,316,000 in 1956 to 200 pounds worth $120 in 1963. Walleyes contributed 5,035,000 pounds worth of $1,357,000 to the catch in 1957 and only 433,200 pounds worth $186,000 in 1962. In less than 8 years the fishing industry in U.S. waters of Lake Erie lost dockside value in these two species alone of $2.5 million annually. Yellow perch populations have changed so drastically that their growth rate is slowed markedly. It now requires more than 4 years for the average perch to reach legal length of 8 inches. Whereas, in 1956 yellow perch grew to the then legal length of 8½ inches in 3 years.

What are these events that brought this rather stable and important segment of the Great Lakes resources to such a state? We believe the most important, among several changes, are: (1) Sea lamprey predation; (2) loss of ecological balance between predators and prey; (3) pollution (due in part to overenrichment) of the lakes and their tributary streams; (4) chemical additives from

agricultural and other practices (pesticides); (5) changing patterns in economics, sociological, and cultural development; (6) invasion of all of the lakes above Niagara Falls by alewives from Lake Ontario; (7) outbreaks of botulism and their depressing influence on fish consumption; and (8) the practices and prejudices of the fishing industry. These monumental changes, in combination or singly, established conditions that have exterminated some and seriously threatened other fish populations that made up the basis of the traditional commercial and sport fisheries.

The Bureau of Commercial Fisheries has been meeting these challenging situations with all facilities available to it. The regrettable fact is that much of this effort has been too little and, at times, too late. Concerted and comprehensive attacks on these problems are very recent. The capability to develop sound and proven solutions to many of them is still not within grasp. There are, however, some bright spots in this dismal picture which have resulted from such endeavors. Control of the sea lamprey is being pushed by the Great Lakes Fishery Commission, an international body, as fast as funds and facilities allow. The lake trout population in Lake Superior is showing good signs of reestablishment. Limited surveillance over the physical, chemical, and biological conditions in two of the Great Lakes has been maintained. Measurement and delineation of problems of overenrichment are beginning to yield some evidence needed to devise means of correction or, where such action is not possible, at least to describe the situations that industry will have to tolerate and to which it will have to adjust. There have been developed and demonstrated a few economic methods of catching, handling, and processing the fishes currently available. Industry has been assisted in many aspects of the task of making economic use of fish stocks available including product-development, technology of fish handling and storage, and marketing of the catches either as industrial products or for direct human consumption. But these promising developments lose much of their contribution because, generally speaking, they are not in sufficient strength to bring the depressed industry up to the stage where it can survive economically during this period of extreme stress. This is also true of the broader objective of halting the process of resource decline that affects much more than the commercial fishing industry. The element of time is critical if the Bureau of Commercial Fisheries is to succeed in providing the information and assistance that is necessary. Present approaches are sound. What is needed is an acceleration of activity so that results will reach industry while they can be used—before what is left of the Great Lakes fishery collapses completely. Results and assistance must reach these people while they still have the will and capability to help themselves.

The following tabulation, totaling an additional $780,000 for research and development involving 35 additional full-time permanent positions and $650,000 for construction, outlines what will be required to accomplish the desired acceleration. Anything less will leave us deficient and without answers when they are most needed.

	Amount	Full-time permanent positions
Biological research	$300,000	11
Exploratory fishing and gear research	170,000	8
Technological research	200,000	9
Marketing	60,000	4
Economics	30,000	2
Statistics	20,000	1
Total	780,000	35
Construction:		
Prototype commercial fishing vessel	100,000	----
Biological research vessel	550,000	----
Total	650,000	----

The increases listed above will be used as follows:

Biological research: There are four very pressing problems that will be solved only by immediately accelerated examination of the circumstances that brought them about: (1) The interrelationships and competitive actions among alewives,

lake herring, chubs, and yellow perch. (2) The nature of the environment of fishes in Lake Erie and the dynamics of its deterioration as casual factors influencing or prohibiting production and survival of year classes of walleyes, blue pike, and yellow perch. (3) The evaluation and surveillance of attempts to reestablish lake trout in Lakes Superior and Michigan. (4) The measurement and description of the effects of accumulations of various chemicals, nutrients, and pesticides on the basic productivity and fish producing capacity of the Great Lakes.

Accelerated investigations in these fields will answer many of the perplexing questions that inhibit proper orientation of fisheries as profitable enterprises in the complex of vital uses of the Great Lakes. Without such answers we cannot tell the fishing industry what levels of production to expect, how much fishing can be tolerated by the stocks, and what to plan on as far as continuity of supplies of fish is concerned. These activities will also lead to the development of water quality standards for aquatic life. These will serve as indicators of approaching intolerable conditions in the continuity of fishery prosperity and availability of catchable stocks. Employment of these water quality standards will further assure the perpetuation and improvement of desirable aquatic organisms to the benefit of all users of the resource.

Exploratory fishing and gear research will (1) provide knowledge to industry concerning the seasonal distribution and availability of fish stocks and production costs, (2) develop more effective and economical fishing methods based on specific needs and conditions unique to the Great Lakes, and (3) test vessel designs and modern equipment applicable to Great Lakes fisheries.

Technological research will be intensified in the following three problem areas:

1. Development of industrial processes and products suited to Great Lakes conditions and species. Large quantities of underutilized fishes, such as sheepshead, carp, goldfish, alewife, shad, chubs, and smelt, are present in the Great Lakes. Existing pet food and fur animal food market outlets alone cannot be expanded sufficiently to permit significant expansion of the current industrial fishery. Research will provide data on the chemical composition of raw material and its suitability for a variety of industrial uses. Pilot equipment will be developed and demonstrated for the preparation of industrial products based on these species.

2. Development of new human food products and improved processing and preservation techniques. More highly processed products suited to modern competitive merchandising practices and consumer preferences will be developed. Techniques will be developed for improving stability and shelf life to maintain market continuity and acceptance. The results of this research will be conveyed to industry through an active technical extension program.

3. Development of processing and handling procedures that will result in safe fishery products of acceptable market quality. The botulinum organism is widespread in the Great Lakes environment. Outgrowth of this organism, with the production of its highly fatal toxin, has been shown readily potential under many current industry practices of processing and handling of fishery products. Research now underway will provide information on the characteristics of the botulinum organism and methods for its control. Through this program, this information will be applied to the development of industry processes and products which are completely free of hazard. Assistance will also be provided to industry in improving its sanitation practices.

Market development and consumer education related to Great Lakes fishery products will be intensified in the following areas:

1. Development of new and expansion of existing industrial-use markets for underutilized fishes such as carp, sheepshead, gizzard shad, alewife, and smelt.

2. Development of institutional markets—restaurants, hospitals, prisons, factory cafeterias—for Great Lakes fishery products.

3. Demonstrations and educational programs to stimulate increased use of Great Lakes fishery products by the homemaker.

4. Educational programs designed to improve the quality and merchandising of fishery products at the retail level.

Economics: Research to obtain detailed economic analyses of present production, processing, distribution, and marketing costs for each major fishery in the Great Lakes. These data will result in recommendations as to methods and procedures to be applied to the various production, distribution, and marketing phases of the industry.

Statistics: In the interest of increased efficiency and manpower conservation, all research data collected on the Great Lakes will be processed by means of ADP equipment. This will result in more timely analysis of data which can be applied to the problems at hand. Further, this will permit collection and analysis of specialized statistical information needed by all researchers working on Great Lakes problems.

Construction

1. Prototype commercial fishing vessel will illustrate a modern design applicable to Great Lakes fisheries. Its design will permit use of all types of fishing gear, efficient methods of handling and stowing fish, and maintenance of the quality of the catch. The vessel will be used to demonstrate to industry the application of new techniques, gear, and equipment. It will be fitted with the latest electronic instruments and research equipment so that it can be used in the accelerated exploratory fishing and gear research program, and in other biological and technological studies.

2. Biological research vessel: Planning funds were provided in fiscal year 1964 for the design of an all-purpose biological research vessel. This floating laboratory has been designed to permit intensive coverage of extensive areas of the Great Lakes to keep abreast of the rapidly changing environment and its effect on aquatic life. The vessel will be equipped with the latest scientific instrumentation for studying the physical, chemical, and biological phenomena.

JUSTIFICATION FOR INCREASED RESEARCH EFFORT FOR GREAT LAKES FISHERIES

Eight Great Lakes States contain about 40 percent of the U.S. population. Over 50 percent of the total U.S. revenue is obtained from these eight States.

We have a dead and dying fishery industry on the Great Lakes. A more prosperous industry at present would stimulate rural economy.

Pollution and pesticides threaten future of Great Lakes fisheries as well as domestic water supplies and recreational facilities for millions of people. As our population grows the problem will become even more critical. Fishes and fish food organisms are affected before danger to man is imminent.

Practically all effort of fisheries agencies, including the U.S. Bureau of Commercial Fisheries, has been in sea lamprey control and lake trout rehabilitation. Work on other species and phenomena have been neglected. Methods of control of the lamprey have been discovered and demonstrated and the control program is well underway. Lake trout rehabilitation has progressed satisfactorily in Lake Superior and stocks of fish are increasing at a rapid rate. Lamprey control and lake trout rehabilitation is programed for all of the Great Lakes and is progressing satisfactorily. This is an excellent example of what can be done if a program is adequately staffed and financed.

The budget for Great Lakes fisheries work by the BCF amounts to less than 3 percent of the total BCF budget (for biological research only 1 percent). This indicates the low priority placed on fisheries work in the Great Lakes by the U.S. Government. Not enough pressure has been exerted to maintain the Great Lakes share of the BCF budget. The Great Lakes area has been slighted. This indicates that the pressures from the various phases of marine fisheries (oceanography, salmon, tuna, shrimp, etc.) has overridden needs for Great Lakes work. This neglect can no longer be tolerated.

LETTER FROM O. C. ADERHOLD, PRESIDENT, UNIVERSITY OF GEORGIA

THE UNIVERSITY OF GEORGIA,
Athens, March 3, 1965.

Hon. RICHARD B. RUSSELL,
U.S. Senate,
Washington, D.C.

DEAR SENATOR RUSSELL: I thought you might be interested in some of the thinking of members of our staff regarding the cooperative sport fishery unit on our campus which cooperates with the school of forestry. This unit is supported by funds appropriated by the Bureau of Sport Fisheries and Wildlife, Department of the Interior. These units are authorized by Public Law 86-686 which was approved on September 2, 1960.

Dean Herrick and other members of our staff feel this is an excellent cooperative program and is achieving much good. They would like to see the research program increased. The cost of research has gone up considerably since 1960, and they hope that this part of the budget can be increased for our unit from $30,000 to $50,000 annually.

As you probably know, our joint efforts are resulting in research in several aspects of fisheries and wildlife. Recent research, financed in part by the unit, has located important marine game fish spawning areas on the south Georgia coast.

I am writing you about this matter because of your leadership in getting this program underway and because of your interest in all programs that look toward the further development of the State.

With kindest personal regards, I am,

Very truly yours,

O. C. ADERHOLD.

DEPARTMENTAL STATEMENT

The Georgia Cooperative Fishery Unit was established under a cooperative agreement dated November 1, 1962, and with an annual appropriation of $30,000. This amount is also indicated in the Bureau's budget proposed for 1966. The unit is fully staffed with a leader and assistant leader, both trained and experienced in fishery biology and management. The University of Georgia, the Georgia Game and Fish Commission, and the Bureau of Sport Fisheries and Wildlife are participating in the program.

The unit is giving limited assistance to four graduate students engaged in studies of pond management, productivity of small reservoirs and the development of a sport fishery in the tailwaters below certain large dams. It is desired to give more adequate support to these current studies and to expand their scope. Also, studies on life histories and ecology of important game species such as the Southeastern bluegill and Appalachian brook trout are needed for effective management in Georgia and the Southeast.

The increase in funds ($10,000) will give more adequate support to the existing studies, will finance the programs of two additional graduate students, and will enable the purchase of needed scientific equipment and fishing gear. Funds are not available from other known sources.

The need for an annual appropriation of $40,000 per fishery unit was described in the hearings before the subcommittee of the Committee on Appropriations, U.S. Senate, for 1965, pages 826–827 and 866–867. The unit established in 1965 at the University of Arizona is supported by an appropriation of $40,000.

LETTER FROM T. MARSHALL HAHN, JR., PRESIDENT, VIRGINIA POLYTECHNIC INSTITUTE

VIRGINIA POLYTECHNIC INSTITUTE,
Blacksburg, Va., March 8, 1965.

Hon. A. WILLIS ROBERTSON,
Senate Office Building,
Washington, D.C.

DEAR SENATOR ROBERTSON: As you probably know, the Bureau of Sport Fisheries and Wildlife of the Department of the Interior is authorized to establish cooperative fishery units to facilitate cooperation in research and education relating to fish among the Federal Government, colleges and universities, the various States, and private organizations. Each unit is a cooperative venture involving the Bureau, a university, and usually a State fish and game department. Such a unit would be very similar to the Virginia Cooperative Wildlife Research Unit, which is located at VPI.

The Bureau supports a cooperative fishery unit through the payment of salaries and expenses of a leader and an assistant leader and through the provision of limited funds for research support and the employment of graduate students. The university provides office and laboratory space, utilities, library facilities, and stenographic services. The State fish and game commission provides what support it can. The principal mission of a cooperative fishery unit is research

and the training of fishery biologists, with limited attention given to extension activity.

Although the Bureau is authorized to establish units, it has no funds, and no funds for additional units have been included in the budget for the coming fiscal year. To date, 13 units have been established with funds made available by the Congress. Current estimates indicate there will finally be about 20 units.

We are most anxious to see a cooperative fishery unit located at VPI, and there are many very favorable environmental factors which could contribute to the successful operation of such a unit. Among the factors favoring VPI as an ideal location are:

1. Strong teaching and research programs in the departments of biology, forestry and wildlife, statistics, entomology, and other fields related to the activities of a cooperative fishery unit.
2. Excellent library facilities and computing center to support the unit.
3. A water resources research institute.
4. Excellent working relations with the State fish and game commission, evidenced by the very successful operation of the cooperative wildlife unit over a long period.
5. A strong demand for fishery biologists in Virginia and surrounding areas.
6. Close proximity to the Appalachian area where research is needed in support of conservation of natural resources and development of outdoor recreational opportunities.
7. The ability to develop cooperative efforts with other agencies interested in fisheries research.

Knowing of your strong interest in conservation and related fields, I am writing to seek your assistance in having a cooperative fishery unit established at VPI. These units are supported at a current annual level of $40,000, and if through your efforts $40,000 can be added to the budget of the Bureau of Sport Fisheries and Wildlife, the Department of the Interior will be able to establish a cooperative fishery unit in Virginia at VPI. Any assistance you can give in our efforts to see this needed facility established here will be greatly appreciated. I am also writing to Jack Marsh and Pat Jennings about this matter.

With warmest personal regards, I am,

Sincerely,

T. MARSHALL HAHN, Jr.,
President.

DEPARTMENTAL STATEMENT

Officials of Virginia Polytechnic Institute and the commission of game and inland fisheries, have requested the Bureau of Sport Fisheries and Wildlife to join them in the establishment and operation of a cooperative fishery unit at the Blacksburg, Va., campus. VPI expects to have an active part in the Appalachian program and has been designated as the location of one of the water resources research institutes. A fishery unit is a logical addition to these plans which encompass a broad conservation program. The Bureau now participates in a successful cooperative wildlife research unit at the institute.

Located in the Blue Ridge, the institute desires to expand its program of training and research in the field of recreational fisheries. It is adjacent to the Thomas Jefferson and George Washington National Forests and the Blue Ridge Parkway. It is within driving distance from Shenandoah National Park and important reservoirs of the Roanoke and the Upper Tennessee system. These areas offer excellent opportunities for graduate studies and information is needed to guide the State and Federal agencies in their management of the fishery resources.

Studies will be made of trout and their habitats and of a variety of warm water fishes including smallmouthed bass, largemouthed bass, crappie, bluegills, and catfish. Improved management techniques are needed in the mountain area where the bass-bluegill combination is not uniformally effective in producing good fishing, particularly in farm ponds and small reservoirs. Facilities of the Virginia Institute of Marine Science at Gloucester Point, would be available to students engaged in studies of the Chesapeake Bay and its tributaries. Facilities also exist on agricultural lands of the Virginia Extension Service and the Department of Agriculture.

Federal support is considered essential to an expanded graduate training and research program. The university would provide the offices, laboratories, special facilities, and stenographic help required for operation of the unit. The commission of game and inland fisheries would provide funds to support assistantships and fellowships for students seeking advanced degrees. It would make its facilities, such as fish hatcheries, available for special studies. A cooperative agreement would set forth the responsibilities and contributions of each of the participating agencies; namely, VPI, the commission of game and inland fisheries, and the Bureau of Sport Fisheries and Wildlife. The fishery unit would function under the guidance of a coordinating committee made up of representatives of these three agencies.

Federal funds in the amount of an annual appropriation of $40,000 would pay the salaries of the leader and assistant leader ($22,500), support two or three graduate students ($8,500), and pay for general operating expenses including the purchase of technical equipment, field travel, and other related costs ($9,000). Two new permanent positions to be occupied by the leader and assistant leader would be required to staff the unit.

LETTER FROM EXTEEN CORBETT, MANAGER, NASSAU FERTILIZER & OIL CO., INC.

NASSAU FERTILIZER & OIL CO., INC.,
Fernandina Beach, Fla., March 12, 1965.

Hon. GEORGE SMATHERS,
U.S. Senator, Washington, D.C.

DEAR SENATOR SMATHERS: On February 21, 22, and 23, the National Menhaden Association held its annual convention at the Chamberlin Hotel, Old Point Comfort, Va., This was the 70th meeting of this association, which was formerly known as the Virginia Fishermen's Association, the oldest association of its kind in the American fishing industry.

As in the past, persons representing the fishermen, the fishmeal and oil manufacturers, the suppliers and others associated with this large and important industry were in attendance, approximately 250 in all. The highlights of the convention were two morning sessions, at which time, speakers from the industry and from the Federal and State governments concerned with these fisheries were among those who addressed the conference for the purpose of reviewing the fishery operations during the past season and for discussing the future outlook of the industry for the coming year.

The menhaden is the United States most prolific fishery, representing in the past from 45 to 50 percent of the total landings of all species produced in the United States. Florida has been catching approximately 16,000 to 20,000 tons annually until recent years.

For many years, the menhaden resource of the Atlantic produced almost a billion pounds of raw fish annually, and in some years larger amounts. Two years ago, the normal trend of production for this large and valuable fishery did not maintain itself and the catches began to decline. In 1963 the catch dropped to 62 percent of hte 1958–62 average and in 1964 to only 44 percent of the average of the same 5-year period.

This serious decline over the past 2 years based on fishmeal production is clearly illustrated by the attached graph. If the declines were related to the value of the products produced, fishmeal, oil, and solubles, the amount would be $4 to $6 million annually.

Since about 1956, the Federal Government has conducted biological research studies into the life history and movements of the menhaden along the Atlantic Coast. The amount of money for research that has been available for these highly important studies has been only a small fractional amount of the annual value of this fishery resource to the fishermen and users of this raw material, and certainly not in keeping with the amount that such an important resource should be entitled to have for its study and perpetuation. The total has been only about $107,000 per annum. Some of the States have attempted to supplement this to a small extent but because the fishery is migratory and not entirely native to a particular State, it best lends itself to study by the Federal Government.

We feel that the Bureau of Commercial Fisheries has done a commendable job with the $107,000 it has had for these research studies but the limited funds

have not permitted carrying out some of the basic research studies that are necessary in order to know what influences are responsible for the decline of this resource. The scientists in the Bureau of Fisheries and in the State fisheries departments readily admit this situation.

This fishery in Florida provides employment and means of livelihood for many people. To hundreds of Florida citizens the menhaden industry has been their entire life. Not only they, but the owners of the vessels and the manufacturing plants and the users of the valuable products derived from the menhaden—the fishmeal, fish oil, and fish solubles—face an uncertain future over these declines. What is causing this decline and what might be done to study and help maintain this resource is vital at this moment. This is a resource that could continue forever if properly studied and properly used.

We have just recently found that there are no increased funds in the proposed budget for the Bureau of Commercial Fisheries for the fiscal year 1965–66 for menhaden research and investigations. This comes at a critical time when the study is so greatly needed. Donald S. McKernan, the Director of the Bureau of Commercial Fisheries has prepared an outline of an expanded research program for the menhaden fishery at our suggestion, a copy of which is enclosed. The first year this program calls for $250,000 and is urgently needed now for tagging purposes in order that we may study and know the migratory routes of the menhaden species as they travel in and out of the fishery along the Atlantic coast from the southern New England States to Florida.

The menhaden industry would be most appreciative if you could make this a personal matter for the Atlantic coast and take it up with the chairman of the Appropriations Committee, the Honorable Carl Hayden, Senator from Arizona, and the request that an additional of $250,000 as outlined by the Bureau of Commercial Fisheries be inserted in the 1965–66 appropriation for the Bureau of Commercial Fisheries of the Department of the Interior. We are asking Senator Stennis, of Mississippi, to do the same on behalf of the gulf menhaden resource which is a different species from the Atlantic menhaden. The total amount of $250,000 will be for both the Atlantic and gulf.

We will deeply appreciate your support and interest.

Sincerely yours,

EXTEEN CORBETT,
Manager, Secretary and Treasurer.

DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF COMMERCIAL FISHERIES,
Washington, D.C.

MR. J. STEELE CULBERTSON,
Director, Industrial Products Division, National Fisheries Institute, Inc., Washington, D.C.

DEAR MR. CULBERTSON: This is in reply to your request that the Bureau of Commercial Fisheries outline the needs for an expanded research program to answer more rapidly the critical questions about the menhaden resource.

Significant declines in menhaden catch have occurred since 1962. In 1963 the catch was approximately 480 million pounds less than in 1962. Final figures on the 1964 catch are not yet available, but we estimate that this is about 350 million pounds less than 1963. Also there has been a marked change in the major fishing areas and the age of the fish taken. In the middle 1950's nearly two-thirds of the Atlantic coast catch was taken in the middle Atlantic area; in the early 1960's over three-fourths were taken from Chesapeake Bay. Fish 2 years old or younger now comprise the bulk of the catch. Therefore, the old fish, which were the principal support of the catches in the middle and north Atlantic areas and which tended to stabilize violent fluctuations in abundance, are no longer present in significant numbers. Further, there have been no large year-classes since 1958, and these fish have now nearly disappeared. The immediate future of the Atlantic coast menhaden fishery is not rosy.

The menhaden research program of the Bureau of Commercial Fisheries has been attempting to find answers to these problems of fluctuating abundance with information from vessel logbooks, commercial catch samples, and other indirect methods. These provide valuable information and were adequate to follow population characteristics during the period of high abundance. They fall short of

providing essential information to understand the reasons for the present declining abundance and cannot provide answers to the questions: (1) Is there overfishing? (2) What is the relationship of the stocks in the different areas?

In order to answer these questions and to provide information on other biological and economic aspects of changes in abundance, more specific information is needed on (1) the number of young fish entering the fishery, (2) the growth of the fish, (3) how many fish die naturally, (4) how many fish are caught, and (5) the contribution and interchange of fish from one fishing area to another.

Our scientists believe a tagging-recovery program is the most efficient means for obtaining this information. Preliminary studies indicate that young-of-the-year Atlantic menhaden longer than 2½ inches can be tagged successfully between July and October with small magnetic tags inserted in the body cavity. These tags can be recovered from the conveyor systems of the menhaden reduction plants with appropriate electronic equipment.

We estimate such a tagging program would cost $250,000 annually for the first 2 years and $500,000 annually thereafter. It would require a staff of about nine new scientists and technicians in the first 2 years and build up to a total of about 27 new people by the third or fourth year.

During the first 2 years field methods for tagging and releasing menhaden would be developed; electronic tag detecting equipment purchased and installed at the menhaden plants; menhaden, purchased from the fishermen at two locations, tagged and released; and holding experiments conducted to determine tagging mortality.

In the ensuing years, tagging would be expanded by purchasing fish from fishermen at additional offshore locations and juveniles would be tagged in some of the estuarine nursery areas.

The data would be analyzed as rapidly as tag recoveries allow so that estimates of the condition of the fishery could be given to the industry.

The program described is not contained in our budgets for fiscal year 1965 or fiscal year 1966. The earliest that we could give it any consideration would be at the time we prepare the budget for fiscal year 1967. However, at this time it is difficult to predict the content of such a budget.

We hope this outline of an expanded menhaden research program will be helpful to you. We would be happy to expand this outline, if you believe this would be desirable.

Sincerely yours,

DONALD L. MCKERNAN, *Director.*

OUTLINE OF MAJOR RESEARCH OF EXPANDED ATLANTIC MENHADEN PROGRAM

First year, $250,000, 9 people

Adapt electronic equipment and magnetic tags to use on menhaden.
Purchase electronic tag detecting equipment and install in menhaden plants.
Develop field tagging methods.
Conduct holding experiments to assess tagging mortality.
Tag and release menhaden purchased from fishermen at two offshore fishing locations.

Second year, $250,000 9 people

Purchase additional electronic tag detecting equipment and install in menhaden plants.
Continue holding experiments to assess tagging mortality.
Tag and release menhaden purchased from fishermen at two offshore fishing locations.
Analyze tag recoveries.

Third year, $500,000, 18 people

Tag and release menhaden purchased from fishermen at additional offshore fishing locations.
Tag and release juveniles in some of the estuarine nursery areas.
Analyze tag recoveries and correlate with other date; report results.

Fourth and subsequent years, $500,000 annually, 27 people annually

Continue tagging and release of menhaden from offshore fishing grounds.
Continue tagging and release of juveniles.
Continue analysis of tag recoveries and report results.

43-666—65—pt. 2——54

STATEMENT BY STEWART M. BRANDBORG, EXECUTIVE DIRECTOR, THE WILDERNESS SOCIETY

Mr. Chairman, I am Stewart M. Brandborg, executive director of the Wilderness Society. The Wilderness Society is a national conservation organization of some 30,000 conservation-minded members, with headquarters at 729 15th Street NW., Washington, D.C. It is devoted primarily to wilderness preservation and increasing the knowledge and appreciation of the wilderness resources of our Nation.

I am here today to urge strengthened programs of forest recreation and wildlife research, the implementation of protective programs for endangered species of wildlife through acquisition of important habitat areas, the purchase of wilderness and recreation lands, and the initiation of grants-in-aid to the States under authorizations of the 1964 Land and Water Conservation Act.

THE NEED FOR STATE RECREATION FUNDS

The Wilderness Society strongly supports the appropriation of funds which have been requested by the Bureau of Outdoor Recreation, under the authorization of the Land and Water Conservation Fund Act, for Federal grants on a matching basis to aid State and local governments in outdoor recreation planning, land acquisition, and development projects. In fiscal year 1966, the request from the land and water fund is $125 million. Of this amount, $75 million is to be made available to the States for their use and for distribution to their political subdivisions. It is a matter of urgency that these programs, which will permit the initiation of comprehensive plans for outdoor recreation programs of State and local governments, be adequately financed at this time.

RECREATION LAND ACQUISITIONS

The Bureau of Outdoor Recreation's budget also contains requests for $49 million from the land and water fund for use by the Forest Service, the Bureau of Sport Fisheries and Wildlife, and the National Park Service in carrying out needed land purchases. The Wilderness Society urges the appropriation of these moneys to complete, without delay, the acquisitions of vitally important recreational areas, wilderness and wildlife lands in the national forest, park, and wildlife refuge systems.

The request for national forest recreation land acquisitions includes some $1,852,000 for purchase of private lands within national forest wilderness and primitive areas in seven western States. It is vitally important that these private lands be acquired so that the long-range wilderness protection and management programs for them may be fully integrated with those of the surrounding wilderness units of the national forests. Delay in carrying out these acquisitions can only result in later inflation of prices on these holdings after patterns of nonconforming use have become a management problem within the areas of wilderness which are involved.

The society supports also the proposals for acquisition of an additional 155,000 acres of lands for addition to the national forests. We would particularly urge the prompt appropriation of moneys to acquire some 400 acres of private lands on upper Priest Lake in the Kaniksu National Forest, Idaho. If this area is not acquired promptly, one of the Nation's finest lakeshore sites will undergo subdivision and development at the sacrifice of its scenic and recreational values.

Other of the areas to be purchased by the Forest Service are to be used for campground, picnic, and other public recreation purposes. If acquired and developed now for recreation, they can play an important role in satisfying recreation needs in areas of heaviest demand and public use.

LANDS FOR ENDANGERED WILDLIFE AND PARKS

The Bureau of Sport Fisheries and Wildlife has clearly defined the need for acquisition of living areas as the first step toward the restoration of four endangered species: the whooping crane, New Mexico duck, Florida sandhill crane, and the nene of Hawaii. Acquisition of lands which provide suitable habitats for these species is necessary for their survival and the development of any effective long-range preservation programs. We strongly encourage the committee to make moneys available for this purpose.

I would also like to urge this committee to give consideration to needed increases for research programs of the cooperative wildlife research units in the States. These units provide individual training for students in the wildlife conservation field, but they are seriously hampered by the inadequacy of moneys for student research investigations.

The need for rounding out the national park system is obvious to all who are familiar with the importance of our national parks and monuments in meeting our recreational needs. We wish to offer our full support to the request for funds to acquire holdings within the national parks and to continue with needed acquisitions in recently established units of the system.

RESEARCH IN WILDERNESS

Certainly we in the Wilderness Society, along with millions of other Americans, are grateful to Congress for its recent establishment of the national wilderness preservation system and a sound wilderness preservation policy. With the increasing public interest in preserving our wild lands and waters, we recognize the increasing responsibility for all of us to encourage programs which are designed to meet the pressures of public use in a way that will avoid the hazards of depleting and destroying the wilderness resource and wild environments that make these areas unique and attractive.

The Wilderness Society commends and supports the Forest Service for its leadership in forest recreation and wildlife habitat research. Their programs in these two areas, in our opinion, have great values and affect large segments of the U.S. population including the citizens of our populous urban centers. Forest beauty—a tripartite relationship of the forest plant community, its animals and their habitat, and the forest users—is a heritage that must be preserved for future generations. To maintain these relationships in balance requires a knowledge of why and how our natural communities constitute and maintain themselves. It requires knowledge of how the using public affects the plant communities and how this use can be developed commensurate with retaining the beauty of the forest.

We think that the programs of the Forest Service in forest recreation and wildlife habitat research are aimed directly at solving the problems I have mentioned. We think that their programs in these two fields of research are not adequate at present and that an increase in the size and scope of these two programs is a necessity. Such research is the foundation on which we must build an important portion of our Great Society.

THE NEED IN MINNESOTA'S CANOE COUNTRY

I can illustrate this need by explaining the situation in one specific area where a serious condition is facing our country today, the Boundary Waters Canoe Area in northern Minnesota, an area of wild country known and loved by millions of Americans.

Because of its fame and its proximity to eastern and midwestern metropolitan centers, the Boundary Waters Canoe Area is the most heavily visited unit of the national wilderness preservation system in the United States. Last year 246,000 campers, fishermen, and canoeists visited this magnificent area—a fourfold increase in 12 short years, and comparable increases can be expected in the years ahead.

Study to guide its care and prevent its deterioration is critically important. Its soils are generally shallow and not highly productive. The task of preserving the area's primeval character in unimpaired condition while at the same time realizing its fullest potentials for wilderness recreation, will be a real challenge and call for considerably more information than that which is now available. The big job, and this depends upon intensive research, is to develop guidelines for the use of this resource within its limitations to support use.

Knowledge of almost all phases of plant and animal ecology in the Boundary Waters Area is limited or completely lacking. Basic research is needed on the vegetation types, wildlife, soils, their distribution and history, and their relationships in the biotic community. The components of the environment need to be adequately described, mapped, and understood. Man's influence and that of catastrophic events (such as fire, windstorm, and severe drought) upon this forest, which is used so heavily for recreation, must be much better known. These studies can best be carried on within wilderness areas, within which manipulation of the land is outlawed as a basic wilderness concept.

Visitor demands upon the BWCA may well reach the point they have to be controlled. Where excessive use becomes a threat to the natural environment, even with adjustments in the distribution and amount of use, procedures must be set up for limiting use of areas before wear and deterioration occur. In addition to the need for basic ecological knowledge of the area, to properly guide regulatory decisions, considerable research dealing with the recreation visitors and recreation use is essential. Present recreational uses must be measured, described, explained and related to impacts upon the resource. Reliable projections of future recreational use should be developed, and adjustments in use should be tested and evaluated.

In addition, the water resources of the Boundary Waters Canoe Area are being subjected to deterioration as pronounced and profound as the deterioration of the other natural resources of the area. There is a need to study the effects of users upon the water resource, to monitor changes in the water resource, to find where these changes are most serious, and to find ways in which the needs of users can be met in wilderness areas in a manner that will preserve the primeval character of these lands.

Wilderness will be preserved only through a cooperative effort within all fields of conservation by those who can take into account all of the requirements upon our lands. Only from such cooperation can we reasonably expect the development of wilderness programs that will endure in perpetuity and serve the total needs of our people.

The Wilderness Society strongly endorses and urges an increase of $230,000 in the U.S. Forest Service recreation research program to further wilderness study in the Boundary Waters Canoe Area. This was strongly recommended by a special study group set up by the Secretary of Agriculture to outline needed policies and programs for this area. We feel this modest amount is fully justified for the BWCA problems, and we are confident the information obtained will be useful and applicable also to other units of the national wilderness system in other sections of the Nation.

I very much appreciate the opportunity to present this testimony here today. I wish to thank the chairman and the committee for this privilege.

Bureau of Mines

Statement of Hon. Alan Bible, a U.S. Senator From the State of Nevada

One of the recommendations made to this committee and one on which we heard testimony on February 23 was the proposed closing of the Boulder City Metallurgy Laboratroy by the Bureau of Mines.

In testimony it was stated that the closing of the Boulder station would effect annual savings after the first year in the amount of $132,000. Officials also said it was anticipated that 27 positions would be abolished and that the other 55 employees would be offered transfers to Reno and other stations.

I questioned these officials at length concerning the anticipated savings as the Boulder station is in Nevada and is one with which I am very well acquainted.

Every assurance was given the committee that the study was a thorough one made by five administrative officers of the Bureau and that there was no question but that savings would occur and the closure of the Boulder station would be beneficial to the Federal Government.

Nevertheless, it was necessary for me to request information which was not immediately forthcoming and as a result of my interrogation, officials in supplying replies, later found that they would not save $132,000 annually but would actually save $221,000.

This, of course, makes one wonder just how thorough a job was done in the first place. Since my questions led to an additional savings of nearly $90,000 it strikes me as reasonable to request a third review and one which will result in a complete and satisfactory analysis.

I am hopeful this committee will recommend that the Bureau not close the Boulder City station. I have grave doubts that any savings will occur when all factors are explored.

I am now requesting the Boulder City station be kept open for 1 year in order that a more complete and satisfactory review can be made of the Bureau of Mines activities not only at Boulder City but elsewhere by this committee.

I will list a few of the reasons I believe the station should be kept operating.

1. The value of the equipment in the station is over $2 million and anticipated annual savings is small in comparison to the capital investment.

2. The station is the only Bureau of Mines research facility in the entire southwest area, an area of great mining activity.

3. The Boulder Research Laboratory has been in existence nearly 30 years and testimony has been given time and time again as to the need for the laboratory and the fine work which has been accomplished.

4. After a poll was taken by Bureau officials it was found that the 55 employees eligible for transfer would be reduced substantially as approximately 35 had stated they would accept transfer. Obviously, the Bureau will lose some valued and trusted employees and the dollar loss to the Government and industry is an unknown factor.

5. Officials of the Bureau of Mines have testified, that much research is needed and that there is no question as to workload.

6. Mining activity in Nevada as in the entire Southwest is on the upswing. As late as last week, I was advised by the Secretary of the Nevada Mining Association that eight major mining companies were doing exploration work in Nevada and that a number of smaller firms were likewise involved. Bureau of Mines officials here have also apprised me of this activity. Some very interesting gold and silver prospects are being checked as well as rare earths. Since the Boulder City station has been of great value to the mining and industrial interests in Nevada and the Southwest, a lessening of research activity is not justified at this time.

7. The technical library at Boulder is one which is used by many industrial firms in southern Nevada. AEC, NASA, and a number of private firms make use of this facility. Its removal to Reno would be a loss to that part of the State which has the most need for the library.

8. Research should be stepped up rather than reduced and combining Bureau facilities will not necessarily improve research activities. It is debatable that more men working together will increase research accomplishments.

For the above reasons, it is my hope that this committee will request the Director of the Bureau of Mines to keep in operation the Boulder City station for another year while a more comprehensive study can be accomplished.

STATEMENT PREPARED BY BUREAU OF MINES RELATING TO CONSOLIDATION OF ADMINISTRATIVE ACTIVITIES AT DENVER, COLO.

The Bureau of Mines performs administrative services for approximately 4,800 employees nationwide. These functions, which include payrolling, financial accounting, personnel, procurement, and property management, are currently provided by an office in Washington, D.C., and by two principal administrative offices located at Pittsburgh, Pa., and Denver, Colo., and two smaller administrative groups at Mount Hope, W. Va., and Amarillo, Tex.

The Bureau is converting from manual to automated methods for handling its various administrative procedures in the interests of operating efficiency, reduced manpower and money requirements, improving the accuracy, timeliness, and detail of reporting, as well as program management. The Bureau is establishing a centralized automated data processing center at Denver, Colo., whose services of a Honeywell 200/800 digital computer will be provided by the Bureau of Reclamation. Processing of all administrative functions will be completed by 1969. During the next 4-year period, the headquarters office, eastern administrative office, and the Amarillo, Tex., office will be reduced in size and the Mount Hope office will be phased out completely. The personnel affected will be offered transfers to either Denver or other Bureau of Mines field installations. These moves will result in a reduction of 12 employees with an estimated savings of $100,000 beginning on July 1, 1968.

The Bureau's payroll will be planned, systematized, programed, and operational for fiscal year 1967. The resultant saving of $80,000 will be used throughout fiscal years 1967 and 1968 for further development of the complete administrative data processing system. This involves, in fiscal year 1966, a reduction of the number of payroll personnel at each of the following accounting offices: the Washington, D.C., office will be down four; Mount Hope, W. Va., down two; Pittsburgh, Pa., down six; and Amarillo, Tex., down three. At the same time

it will be necessary to increase our punchcard operator staff by five, machine operator staff by one, the Denver payroll office by two, and the digital computer programing and systems analysts' staff by seven. This shift in the skill structure of our staff will be necessary in order to accomplish the overall plan on time.

Enclosed is a statement of the advantages expected from the system as well as two general systems sketches to indicate how it will mesh together.

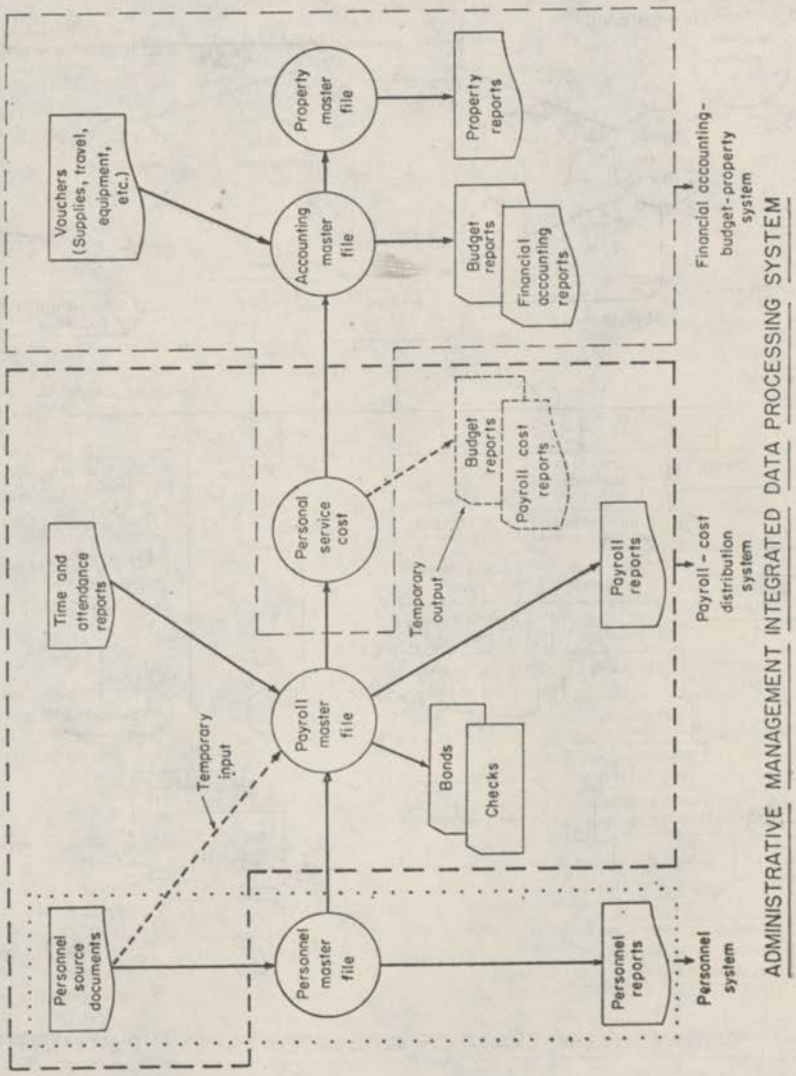
Consolidation of administrative activities

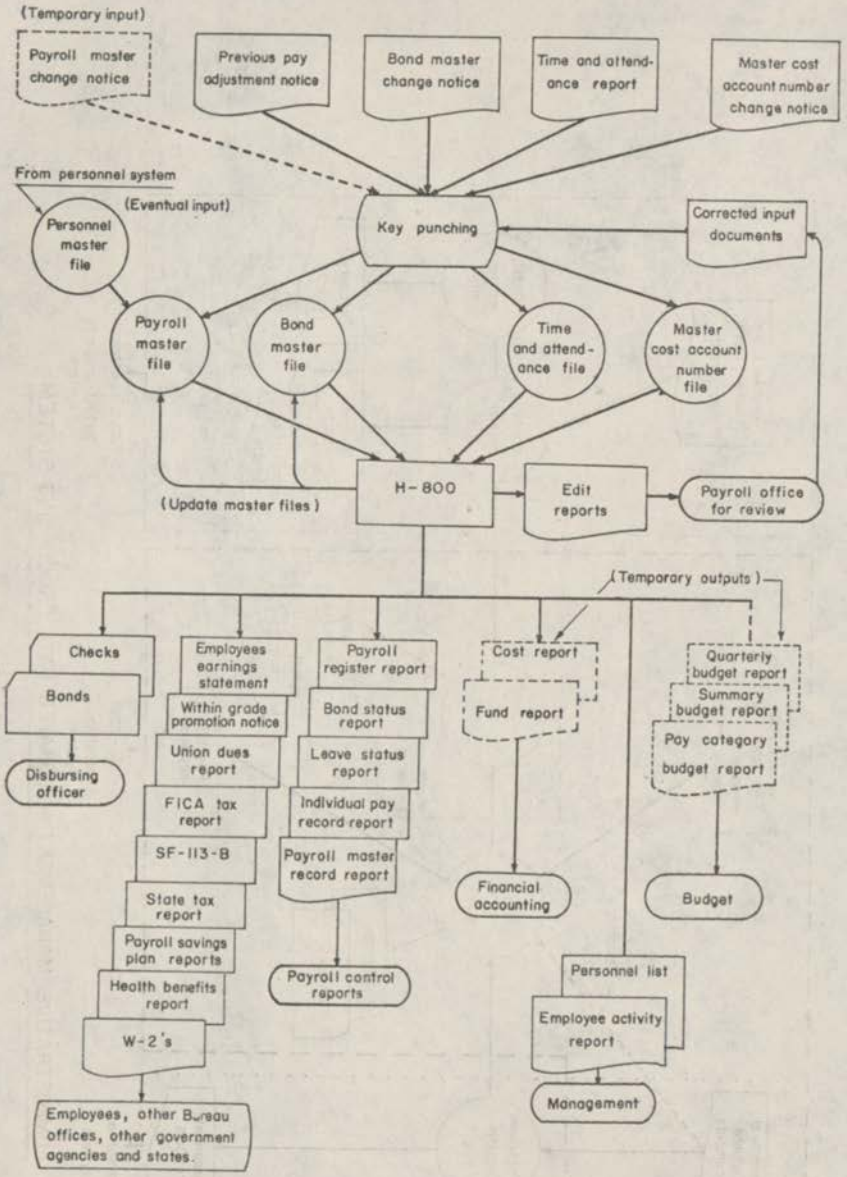
Location	Savings (thousands of dollars)			Reduction or increase in employment upon completion of automation		
	1967	1968	1969	1967	1968	1969
Washington, D.C.	$20		$25	−4	−7	−10
Pittsburgh, Pa.	30		40	−6	−8	−11
Mount Hope, W. Va.	15		15	−2	−3	−3
Amarillo, Tex.	15		20	−3	−6	−7
Denver, Colo.				+15	+24	+19
Total	[1] 80		100	0	0	[2] −12

[1] $80,000 to be used for automatic data processing systems development and operations for complete administrative data processing system.
[2] Net reduction.

THE BENEFITS OF ADP IN ADMINISTRATION

1. Payroll computations for all employees will be performed authomatically.
2. Mandatory reports to State and local governments will be prepared automatically.
3. The training record of every Bureau employee will be systematically recorded and reported.
4. Deductions for income tax, health benefits, civil service retirement, bonds, United Givers Fund, etc., will be automatically calculated and recorded.
5. Regular reports to the Department, the Bureau of the Budget, GAO, CSC, and GSA will be prepared automatically.
6. Information on equipment will be maintained automatically to strengthen procurement and property management practices.
7. Management reports will be more accurate and complete.
8. Management reports will be available sooner.
9. The skills of Bureau employees will be automatically recorded and analyzed to improve manpower utilization.
10. The Bureau's system will support the GSA's FEDSTRIP system.
11. The issuance of checks and bonds by the Treasury Disbursing Office will be faster and cheaper.
12. Personnal ceiling controls will be maintained automatically.
13. Paperwork handling costs will be reduced.
14. Critical analysis of administrative systems will reduce unnecessary work.
15. Personal service costs will be distributed automatically.
16. Current year budget data will be produced automatically.
17. Most manual processing of administrative data will be eliminated.
18. Improved work measurement information will be available.
19. Conversion to automated payroll processing will make available an estimated $80,000 per year to support the automated administrative system.
20. An integrated ADP system will free program managers from reporting administrative information.
21. Bureauwide administrative information will be available in a central location.


Vouchers (Supplies, travel, equipment, etc.)
Property master file
Property reports
Accounting master file
Budget reports
Financial accounting reports
Financial accounting-budget-property system
Personal service cost
Budget reports
Payroll cost reports
Temporary output
Time and attendance reports
Payroll reports
Payroll - cost distribution system
Payroll master file
Temporary input
Bonds
Checks
Personnel source documents
Personnel master file
Personnel reports
Personnel system
ADMINISTRATIVE MANAGEMENT INTEGRATED DATA PROCESSING SYSTEM



GENERAL FLOW CHART OF AUTOMATED PAYROLL SYSTEM

ADJOURNMENT OF SUBCOMMITTEE

Chairman HAYDEN. The hearings on the Interior Department appropriations bill for 1966 are now concluded.

(Whereupon, at 11:45 a.m. the subcommittee was adjourned subject to call.)

ADDITIONAL MATERIAL FOR THE RECORD

(CLERK'S NOTE.—At the direction of the chairman, the following material will be included in the record.)

(The material referred to follows:)

ROAD TO CRYSTAL, N. MEX.

LETTER FROM HON. CLINTON P. ANDERSON, A U.S. SENATOR FROM THE STATE OF NEW MEXICO

U.S. SENATE,
COMMITEE ON AERONAUTICAL AND SPACE SCIENCES,
March 12, 1965.

Senator CARL HAYDEN,
Chairman, Senate Appropriations Committee,
Washington, D.C.

DEAR MR. CHAIRMAN: I have received several letters from people in New Mexico concerning the condition of the roads in the Crystal, N. Mex., region. Their main concern is transportation of Indian children to and from school in this area.

I have tried to be helpful and I took up this matter with the Department of the Interior Bureau of Indian Affairs but they have no immediate plans for improvements of the road. This problem is a real one and needs to be taken care of before another school year. I am sure that your committee will want to give this your consideration while working on the appropriations bill. I would certainly appreciate your aid.

I am enclosing copies of letters from the Department; Mr. Milton J. Miller, principal of the Navajo Elementary School; and Mrs. Mary M. Jensen of the Crystal Trading Post for your information.

Sincerely yours,

CLINTON P. ANDERSON.

LETTER FROM DEPUTY COMMISSIONER JOHN O. CROW, BUREAU OF INDIAN AFFAIRS

U.S. DEPARTMENT OF THE INTERIOR,
BUREAU OF INDIAN AFFAIRS,
Washington, D.C., March 18, 1965.

Hon. CARL HAYDEN,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: This is in regard to your letter of March 16 concerning construction of the road to Crystal.

This road lies entirely within the Navajo Indian Reservation and is 6 miles in length. A presently approved and funded project on which bids will be let in April will go from Navajo to within 6 miles of Crystal. The remaining 6 miles is all within the Navajo Reservation and could be constructed in fiscal year 1966 if funds were available.

The estimated cost of this remaining 6 miles is $320,000. This amount is within the authorized contract authority but is not funded in our 1966 budget because of a Budget Bureau reserve.

We appreciate your continued interest in reservation programs. Your enclosures are returned herewith as requested.

Sincerely yours,

JOHN O. CROW, *Deputy Commissioner.*

NATIONAL FISH HATCHERY AT THE ALLEGHENY RIVER RESERVOIR, PA.

LETTER FROM HON. JOSEPH S. CLARK, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

U.S. SENATE,
COMMITTEE ON FOREIGN RELATIONS,
March 17, 1965.

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

DEAR MR. CHAIRMAN: This letter concerns appropriations for a Federal fish hatchery to be established by the Department of the Interior at the Allegheny River Reservoir in Pennsylvania.

For several years, the planning for the hatchery has been contingent upon the construction schedule for the Kinzua Dam which will create the Allegheny Reservoir. Plans called for construction of the hatchery near the damsite using deep wells drilled by the contractor building the dam. These wells, producing exceptionally pure water in enormous quantities, are ideally suited for hatchery purposes.

This year, as the dam is finished, the hatchery was scheduled to be built at the site in order that new wells need not be drilled later, causing unnecessary additional expenditures. Unfortunately, however, the hatchery was not included in the administration budget and the dam contract calls for the contractor to fill in the wells.

I am sure you will agree that, in the long run, this represents false economy, indeed. The Allegheny Reservoir, over 30 miles in length, will become a major national recreational area serving such nearby metropolitan areas as Pittsburgh, Pa., Cleveland, Ohio, and Buffalo, N.Y. The dam design was altered to encourage the production of a major sports fishery on the upper Allegheny. Those expenditures will be largely wasted if the hatchery is not built, and it can be built most economically now using the existing wells.

For this reason, I respectfully request the committee to consider the addition of appropriations to the Interior appropriations bill sufficient to begin planning the hatchery so that the present well site can be preserved. The sum of $80,000 will be necessary to plan the installation properly.

Realizing the great care and concern with which your committee must review the budget requests, I am nevertheless quite sure you will agree with me that expenditures for this project at this juncture in the construction schedule will mean substantial savings in the future.

With gratitude, Mr. Chairman, for your courtesy,
I am,

JOSEPH S. CLARK.

LETTER FROM HON. HUGH SCOTT, A U.S. SENATOR FROM THE STATE OF PENNSYLVANIA

U.S. SENATE,
COMMITTEE ON THE JUDICIARY,
April 2, 1965.

HON. CARL HAYDEN,
Chairman, Senate Appropriations Committee,
New Senate Office Building,
Washington, D.C.

DEAR SENATOR HAYDEN: I respectfully urge your support of the appropriation of $50,000 to initiate planning and preliminary engineering for a fish hatchery which is to be constructed at the site of the Allegheny River Reservoir in Pennsylvania. At the request of Representative Albert W. Johnson, the House of Representatives included this item in the $5,115,000 fiscal 1966 appropriation it recommended in H.R. 6767, the Department of the Interior and related agencies appropriation bill, for the construction of fish hatchery and wildlife refuge facilities and fishery and wildlife research facilities.

I earnestly hope that the Committee on Appropriations will concur in the other body's recommendation. By doing so, you will earn the gratitude of thousands of sports fishermen in northwestern Pennsylvania.

With warm personal regards, I am,
Sincerely,

HUGH SCOTT, *U.S. Senator.*

DEPARTMENTAL STATEMENT

Public Law 86-205, approved August 25, 1959, authorized the establishment of a national fish hatchery in northwestern Pennsylvania. As a result of extensive field surveys, a site below the Kinzua Dam, on the Allegheny River, has been selected for location of the proposed hatchery. The Corps of Engineers, constructing agency for the dam, has approved use of the site for hatchery development. Present schedules indicate that final grading of the site will be accomplished by August 1965. The water supply for the hatchery will be available by gravity flow from the dam impoundment. Outlets installed in the dam by the corps will provide the total amount of water required at proper temperature levels.

Fish produced at the Kinzua Dam hatchery would be utilized to stock tailwaters below the dam, waters in the Allegheny National Forest, and other waters in Pennsylvania and New York. A program for development of this hatchery has been prepared to permit annual production of 150,000 pounds of trout. This production level will be required to meet projected stocking needs.

Funds have not yet been appropriated to initiate construction of the hatchery. An initial appropriation of $50,000 will be required to cover preliminary engineering and development of design plans and specifications. The total estimated development cost, including preliminary engineering and design, is $973,000, as indicated below:

Funds needed for the program

1ST PHASE	
Advance planning: Preliminary engineering and design	$50,000
Total	50,000
2D PHASE	
Fish production facilities:	
Water supply lines with valves and fittings	70,000
Raceways with supply lines and drains	230,000
Buildings:	
Residences (2)	40,000
Utility building (7-stall garage and shop)	55,000
Storage building	10,000
Other physical facilities:	
Roads	20,000
Domestic water and sewage	20,000
Total	445,000
3D PHASE	
Fish production facilities: Raceways with supply lines and drains	105,000
Buildings:	
Visitors' center	55,000
Residences (3)	60,000
Hatchery building (hatching room, food storage, food preparation, laboratory office, and employees room)	165,000
Other physical facilities:	
Exterior lighting system	8,000
Roads, paving, and parking area	25,000
Domestic water sewage	10,000
Landscaping	20,000
Equipment	30,000
Total	478,000
Total estimated cost of the program	973,000

SUPPORT FOR PLANNING FOREST LABORATORY FACILITIES AT FRANKLIN, N.C.

LETTER FROM HON. B. EVERETT JORDAN, A U.S. SENATOR FROM THE STATE OF NORTH CAROLINA

U.S. SENATE,
Washington, D.C., March 25, 1965.

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

DEAR MR. CHAIRMAN: I would like to take this opportunity to strongly urge the Committee on Appropriations to appropriate the necessary funds for the planning and specifications of new laboratory facilities at the U.S. Forest Service's Coweeta Experimental Station near Franklin, N.C.

As you know, we have been planning on the construction of this badly-needed facility for some years, but planning funds for it were not included in the budget as submitted by the President.

I think a careful review of the work which has been carried on at this station—and more importantly, the work which needs to be done—will show very clearly that to further delay construction would certainly be false economy.

I deeply appreciate your most serious consideration of this matter.

With all best regards.

Sincerely,

B. EVERETT JORDAN.

RESEARCH IN THE ATLANTIC OCEAN

LETTER WITH ENCLOSURES FROM HON. B. EVERETT JORDAN, A U.S. SENATOR FROM NORTH CAROLINA

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
March 27, 1965.

Hon. CARL HAYDEN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR: I enclose a copy of a letter which I have received from my good friend, Harvey W. Smith, president of the Fish Meal Co., Beaufort, N.C., manufacturers of menhaden products.

I share Mr. Smith's strong interest in the proposal that an additional $250,000 for menhaden research and investigations be provided in the fiscal 1966 appropriation for the Bureau of Commercial Fisheries in the Department of the Interior, and I sincerely hope the Senate Appropriations Committee will look with favor on this request because of the vital importance of the menhaden fisheries industry not only to North Carolina and Virginia but to other parts of our coast.

I would appreciate any assistance you might be able to give in connection with this matter.

With all best regards,

Sincerely,

B. EVERETT JORDAN.

THE FISH MEAL CO.,
Beaufort, N.C., March 23, 1965.

Hon. B. EVERETT JORDAN,
U.S. Senator,
Washington, D.C.

DEAR SENATOR JORDAN: On February 21, 22, and 23, the National Menhaden Association held its annual convention at the Chamberlin Hotel, Old Point Comfort, Va. This was the 70th meeting of this association, which was formerly known as the Virginia Fishermen's Association, the oldest association of its kind in the American fishing industry.

As in the past, persons representing the fishermen, the fish meal and oil manufacturers, the suppliers, and others associated with this large and important industry were in attendance, approximately 250 in all. The highlights of the convention were the two morning sessions, at which time speakers from the industry and from the Federal and State Governments concerned with these

fisheries were among those who addressed the conference for the purpose of reviewing the fishery operations during the past season and for discussing the future outlook of the industry for the coming year.

The menhaden is the most prolific fishery in the United States, representing in the past from 45 to 50 percent of the total landings of all species produced in the United States.

For many years, the menhaden resource of the Atlantic produced almost a billion pounds of raw fish annually, and in some years larger amounts. Two years ago, the normal trend of production for this large and valuable fishery did not maintain itself and the catches began to decline. In 1963 the catch dropped to 62 percent of the 1958–62 average and in 1964 to only 44 percent of the average of the same 5-year period.

This serious decline over the past 2 years based on fish meal production is clearly illustrated by the attached graph. If the declines were related to the value of the products produced, fish meal, oil, and solubles, the amount would be $4 to $6 million annually.

Since about 1956, the Federal Government has conducted biological research studies into the life history and movements of the menhaden along the Atlantic coast. The amount of money for research that has been available for these highly important studies has been only a small fractional amount of the annual value of this fishery resource to the fishermen and users of this raw material, and certainly not in keeping with the amount that such an important resource should be entitled to have for its study and perpetuation. The total has been only about $107,000 per annum. Some of the States have attempted to supplement this to a small extent but because the fishery is migratory and not entirely native to a particular State, it best lends itself to study by the Federal Government.

We feel that the Bureau of Commercial Fisheries has done a commendable job with the $107,000 it has had for these research studies but the limited funds have not permitted carrying out some of the basic research studies that are necessary in order to know what influence are responsible for the decline of this resource. The scientists in the Bureau of Fisheries and in the State fisheries departments readily admit this situation.

This fishery in North Carolina provides much employment and means of livelihood for many people. To hundreds of North Carolina citizes the menhaden industry has been their entire life. Not only they, but the owners of the vessels and the manufacturing plants and the users of the valuable products derived from the menhaden—the fish meal, fish oil, and fish solubles—face an uncertain future over these declines. What is causing this decline and what might be done to study and help maintain this resource in vital at this moment. This is a resource that could continue forever if properly studied and properly used.

We have just recently found that there are no increased funds in the proposed budget for the Bureau of Commercial Fisheries for the fiscal year 1965–66 for menhaden research and investigation. This comes at a critical time when the study is so greatly needed. Donald S. McKernan, the Director of the Bureau of Commercial Fisheries, has prepared an outline of an expanded research program for the menhaden fishery at our suggestion, a copy of which is enclosed. The first year this program calls for $250,000 and is urgently needed now for tagging purposes in order that we may study and know the migratory routes of the menhaden species as they travel in and out of the fishery along the Atlantic coast from the southern New England States to Florida.

The menhaden industry would be most appreciative if you could make this a personal matter for the Atlantic coast and take it up with the chairman of the Appropriations Committee, the Honorable Carl Hayden, Senator from Arizona, and the Honorable A. Willis Robertson, Senator from Virginia, requesting that an addition of $250,000 as outlined by the Bureau of Commercial Fisheries be inserted in the 1965–66 appropriation for the Bureau of Commercial Fisheries of the Department of Interior.

We will deeply appreciate your support and interest.

Sincerely yours,

HARVEY W. SMITH, *President.*

DEPARTMENT OF THE INTERIOR,
FISH AND WILDLIFE SERVICE,
BUREAU OF COMMERCIAL FISHERIES,
Washington, D.C., March 5, 1965.

MR. J. STEELE CULBERTSON,
Director, Industrial Products Division,
National Fisheries Institute, Inc., Washington, D.C.

DEAR MR. CULBERTSON: This is in reply to your request that the Bureau of Commercial Fisheries outline the needs for an expanded research program to answer more rapidly the critical questions about the menhaden resource.

Significant declines in menhaden catch have occurred since 1962. In 1963 the catch was approximately 480 million pounds less than in 1962. Final figures on the 1964 catch are not yet available, but we estimate that this is about 350 million pounds less than 1963. Also, there has been a marked change in the major fishing areas and the age of the fish taken. In the middle 1950's nearly two-thirds of the Atlantic coast catch was taken in the Middle Atlantic area; in the early 1960's over three-fourths were taken from Chesapeake Bay. Fish 2 years old or younger now comprise the bulk of the catch. Therefore, the old fish, which were the principal support of the catches in the Middle and North Atlantic areas and which tended to stabilize violent fluctuations in abundance, are no longer present in significant numbers. Further, there have been no large year classes since 1958, and these fish have now nearly disappeared. The immediate future of the Atlantic coast menhaden fishery is not rosy.

The menhaden research program of the Bureau of Commercial Fisheries has been attempting to find answers to those problems of fluctuating abundance with information from vessel logbooks, commercial catch samples, and other indirect methods. These provide valuable information and were adequate to follow population characteristics during the period of high abundance. They fall short of providing essential information to understand the reasons for the present declining abundance and cannot provide answers to the questions: (1) Is there overfishing? (2) What is the relationship of the stocks in the different areas?

In order to answer these questions and to provide information on other biological and economic aspects of changes in abundance, more specific information is needed on (1) the number of young fish entering the fishery; (2) the growth of the fish; (3) how many fish die naturally; (4) how many fish are caught; and (5) the contribution and interchange of fish from one fishing area to another.

Our scientists believe a tagging-recovery program is the most efficient means for obtaining this information. Preliminary studies indicate that young-of-the-year Atlantic menhaden longer than 2½ inches can be tagged successfully between July and October with small magnetic tags inserted in the body cavity. These tags can be recovered from the conveyor systems of the menhaden reduction plants with appropriate electronic equipment.

We estimate such a tagging program would cost $250,000 annually for the first 2 years and $500,000 annually thereafter. It would require a staff of about 9 new scientists and technicians in the first 2 years and build up a total of about 27 new people by the third or fourth year.

During the first 2 years field methods for tagging and releasing menhaden would be developed; electronic tag-detecting equipment purchased and installed at the menhaden plants; menhaden, purchased from the fishermen at two locations, tagged and released; and holding experiments conducted to determine tagging mortality.

In the ensuing years, tagging would be expanded by purchasing fish from fishermenmen at additional offshore locations and juveniles would be tagged in some of the estuarine nursery areas.

The data would be analyzed as rapidly as tag recoveries allow so that estimates of the condition of the fishery could be given to the industry.

The program described is not contained in our budgets for fiscal years 1965 or 1966. The earliest that we could give it any consideration would be at the time we prepare the budget for fiscal year 1967. However, at this time it is difficult to predict the content of such a budget.

We hope this outline of an expanded menhaden research program will be helpful to you. We would be happy to expand this outline, if you believe this would be desirable.

Sincerely yours,

DONALD L. MCKERNAN, *Director.*

OUTLINE OF MAJOR RESEARCH OF EXPANDED ATLANTIC MENHADEN PROGRAM

First year—$250,000, nine people

Adapt electronic equipment and magnetic tags to use on menhaden.
Purchase electronic tag-detecting equipment and install in menhaden plants.
Develop field tagging methods.
Conduct holding experiments to assess tagging mortality.
Tag and release menhaden purchased from fishermen at two offshore fishing locations.

Second year—$250,000, nine people

Purchase additional electronic tag-detecting equipment and install in menhaden plants.
Continue holding experiments to assess tagging mortality.
Tag and release menhaden purchased from fishermen at two offshore fishing locations.
Analyze tag recoveries.

Third year—$500,000, 18 people

Tag and release menhaden purchased from fishermen at additional offshore fishing locations.
Tag and release juveniles in some of the estuarine nursery areas.
Analyze tag recoveries and correlate with other data; report results.

Fourth and subsequent years—$500,000 annually, 27 people annually

Continue tagging and release of menhaden from offshore fishing grounds.
Continue tagging and release of juveniles.
Continue analysis of tag recoveries and report results.

LETTER FROM LEGISLATIVE COUNCIL FOR PHOTOGRAMMETRY CONCERNING POSSIBLE SAVINGS TO GEOLOGICAL SURVEY BY INITIATION OF ESTABLISHED FEDERAL CONTRACTING PROCEDURES

LEGISLATIVE COUNCIL FOR PHOTOGRAMMETRY,
Washington, D.C., March 25, 1965.

HON. CARL HAYDEN,
Appropriations Subcommittee on Interior and Related Affairs,
U.S. Senate, Washington, D.C.

DEAR SENATOR HAYDEN: May I take this opportunity to thank you for allowing me to take a few minutes of the committee's busy schedule to define the objectives of the photogrammetric or mapping profession.

As you will recall from my testimony and brief supporting statements in the committee hearings, it is our belief that considerable saving to the Geological Survey would result through the initiation of contracting procedures already established within the Federal Government. In furtherance of this belief we suggested that the Geological Survey commence a phasing out program of their new mapping capability in order to alleviate large payroll and inventory at the completion of the national mapping program in 1981.

In this connection, I am happy to set forth what we would consider to be appropriate language to be contained in the committee's report. The effect of the language will answer many of the questions which several members have posed.

It would be our recommendation that the committee suggests—

> The Geological Survey report on contemplated programs that would consume the personnel and equipment being utilized in the national topographic mapping program after the program's conclusion in the late 1970's; and that consistent with this completion schedule the Survey investigate what economy would result to the Government by gradually supplanting their capacity to produce new topographic maps through greater utilization of private organizations. The committee further suggests that the Survey develop procedures to take advantage of the experience and capabilities of the private mapping profession.

Your interest is sincerely appreciated.

Sincerely,

WILLIAM S. BERGMAN,
Executive Director.

FISCAL YEAR 1966 BUDGET, NATIONAL PARK SERVICE, MOUNT RAINIER NATIONAL PARK

MEMORANDUM FROM HON. WARREN G. MAGNUSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

(1) Additional $100,000 for exterior stone facing of the Paradise day-use facility. (Exterior included in building contract plan is unsightly. It resembles a fortification more than a recreation building.)

Background: On June 30, 1964, the National Park Service awarded a $1,388,000 contract for constructing a day-use visitor facility in the Paradise area of Mount Rainier National Park, Wash. This circular masonry structure is about 200 feet in diameter at ground level.

Upper levels will be reached by means of ramps. The basement will contain living quarters for the caretaker and concessioner employees, a ski shop, and restrooms. The first floor will provide a lobby and information desk, cafeteria, kitchen, dining room, and restrooms. The second floor will embrace an auditorium and provide space for exhibits. A mezzanine on this floor will also provide exhibit space. An observation deck will constitute the top floor.

The architectural motif of the structure called for exterior stone facing of the lower floor. Funds for the entire facility were limited, however, and the plan was modified to provide for a concrete exterior. A contract for the building was awarded on that basis.

(2) Additional $70,000 for interpretive facilities at the Paradise day-use facility. This new center, one of the largest and finest of its kind in the Park Service, with a heavy Federal investment already committed requires a high-quality interpretive program.

Background: A well-rounded interpretive program at the day-use facility would require the provision of more exhibits on the second and mezzanine floors of the Paradise day-use building than the National Park Service currently plans. Such a program will also require motion picture presentation and lectures in the auditorium.

Only $50,000 is now available.

The exhibit at the small Ohanapecosh campground at the park alone cost $40,000.

The Yosemite Visitor Center interpretive facilities have been allocated $86,000 in the fiscal year 1966 budget.

PROPOSED CLOSING OF SOLICITOR'S OFFICE, EPHRATA, WASH.

MEMORANDUM TO HON. WARREN G. MAGNUSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

You met with Interior Solicitor Frank J. Barry and Deputy Solicitor Edward Weinberg and urged that this office remain in Ephrata rather than being transferred to the Bureau of Reclamation's regional office in Boise, Idaho.

You pointed out high existing workload of this office in Ephrata and the great dependency on this office by the Columbia Basin project and other reclamation projects located nearby. With the Columbia Basin project not yet half complete and other projects in the vicinity under construction or about to commence construction, the need for continuation of the Ephrata office in its present location is great.

This office now employs three attorneys, plus secretarial assistance. You urged that one attorney and one secretary be retained at Ephrata as a minimum.

Solicitor Barry has advised that the following additional funds are required for this purpose:

Personnel compensation	$23,870
Personnel benefits	195
Total	24,065
Other expenses	4,250
Total	28,315

The personnel compensation figure above is based on the salaries of current employees in grades GS–14 and GS–7.

FOREST SERVICE SILVICULTURE LABORATORY AT SEWANEE, TENN.

STATEMENT BY HON. ROSS BASS, A U.S. SENATOR FROM THE STATE OF TENNESSEE

Mr. Chairman, this statement is in support of the proposed Silviculture Laboratory at Sewanee, Tenn., which has been classified as being of first priority importance by the U.S. Forest Service. Planning funds were provided for this laboratory in the 1964 fiscal year budget in the amount of $18,500. Architectural plans and specifications were prepared and are now on file with the Forest Service. This laboratory will provide for Forest Service research on timber growth and management. The estimated construction cost is $190,000.

The research at Sewanee is aimed at improving the forest that now characterizes the Cumberland Plateau and Highland Rim area of Tennessee and northern Alabama and includes some 11 million acres. This forest has many species of both pines and hardwoods. The less desirable ones predominate on a large acreage. The volume per acre also tends to be low in comparison to standards for adequate growing stock. Information is needed on the relationship between tree growth and soil properties and other features of site for each species. With this knowledge the better species can be favored where they will make their best growth. Similarly, stand improvement practices can discriminate against the poorer species. Also, if their needs are known, the better species can be introduced into low-quality stands through seeding or planting. For this to be accomplished, effective seeding techniques for hardwoods and pines must be developed. They are badly needed in the highlands where planting sites and growth conditions often are severe. Modern laboratory space and scientific equipment will materially speed the progress of this research.

Forest Service scientists now are housed in the forestry building at the University of the South. The university needs this space but has offered a building site next door.

This Silviculture Research Laboratory is now an approved project of the Forest Service and a part of their long-range plans. The University of the South is a major cooperating institution in this project, which includes primary experimental areas of 10,000 acres of the university land surrounding Sewanee and 2,600 acres known as the Flattop Experimental Forest near Birmingham, Ala. Cooperative studies are also installed on industrial-owned and other private lands, State and National forests, and other public lands. Louisiana, Mississippi, Georgia, North Carolina, and Kentucky all have forestry facilities such as this, but Tennessee has none at all at the present time.

Mr. Chairman, I strongly urge the committee's support of this project, particularly in view of the fact that the need has been recognized by the U.S. Forest Service in placing a top-priority classification on this project.

COOPERATIVE FOREST WILDLIFE RESEARCH IN MISSOURI AND OTHER MIDWESTERN STATES

MEMORANDUM TO HON. WARREN G. MAGNUSON, A U.S. SENATOR FROM THE STATE OF WASHINGTON

U.S. SENATE,
Washington, D.C., March 15, 1965.

Senator CARL HAYDEN,
Chairman, Subcommittee on Appropriations for the Department of Interior and Related Agencies, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: You will recall that for several years forestry leaders in Missouri, with our support, have requested an appropriation that would permit the U.S. Forest Service to undertake cooperative forest wildlife habitat research in Missouri and other Midwestern States.

We are taking this opportunity to again stress the need to make $160,000 available for this worthwhile project.

The area which would be served contains 100 million acres of oak-hickory forest and only through research programs can we establish sound management of our timber and game resources in the Central States.

To meet the steadily increasing demand on these resources, it would be helpful that knowledge be gained for present and future development of our wildlife and timber potential.

We therefore urge the committee's favorable consideration of this request to provide the necessary funds to undertake cooperative forest wildlife research by the U.S. Forest Service in Missouri and other Midwestern States. Missouri has demonstrated its ability in these areas and due to its central location we respectfully request that this program be headquartered in our State.

Sincerely,

STUART SYMINGTON.
EDWARD V. LONG.

COMMERCIAL FISHERIES RESEARCH AND DEVELOPMENT ACT

STATEMENT BY HON. HARRISON A. WILLIAMS, JR., A U.S. SENATOR FROM THE STATE OF NEW JERSEY

Mr. Chairman and members of the committee, last year the Congress passed the Commercial Fisheries Research and Development Act to stimulate State projects to aid in the reestablishment and revitalization of our Nation's commercial fisheries and to create new commercial fishing enterprises.

Within recent years, our commercial fishing industry has been hit with a number of disasters which have caused serious damage to commercial fishing enterprises in various parts of the country. Other fisheries which are not burdened with redevelopment projects are now sufficiently large and financially stable to expand their operations if funds are made available. Moreover, there is a serious need for information throughout the industry with respect to existing resources and the potential value of resources yet untapped. Many States long ago developed research projects but have been unable to move ahead because of a lack of funds.

The program we enacted last year calls for annual appropriation of $5.5 million for each of 5 years to be made available to the States on a matching basis beginning in the fiscal year 1965 for research and development projects. Last year, no appropriation was authorized for the program. Consequently, one-fifth of the needed funds have already been lost.

This year, this committee has been asked to approve an appropriation of $2 million to implement that section of the act calling for commercial fisheries research and development projects.

Mr. Chairman, I am convinced that this amount is totally inadequate to carry out the purposes of this act.

The formula for apportioning funds to the States for research and development projects requires that the Federal contribution not exceed 75 percent of the project cost. Furthermore, no State may receive less than one-half of 1 percent or more than 6 percent of the funds appropriated for any one fiscal year. The formula is designed so as to assure each State of sufficient funds to carry out at least one small project each year. A full appropriation of $5 million would give each State a minimum of $25,000 in Federal funds to which $8,300 in matching State funds would be added, allowing a total of $33,300—the minimum requirement for effective project operations.

An appropriation of only $2 million, however, will mean that 27 States will receive a minimum of $9,500 in Federal funds which, even when matched with State funds, is hardly enough to finance a single investigation.

Of the remaining States and territories, only 16 would be able to undertake significant projects. New Jersey fortunately is one of these. But the $77,600 my home State can expect to receive under a reduced appropriation will enable us to meet our needs in a far less comprehensive way than the $200,000 we can expect to receive under a full appropriation.

From the standpoint of a nationwide program, the net result of a reduced appropriation will be, in effect, to deny for the second year the funds which one-half of the States and territories have every right to expect.

On the other hand, a full appropriation of $5 million for research and development projects would enable six States—Alaska, California, Florida, Massachusetts, Louisiana, and Texas—to receive the $300,000 maximum in Federal funds. Matching State funds of $100,000 would permit comprehensive research and development projects to be launched in each of these States. Ten other States could make significant contributions to the overall fishery research and development efforts of the Nation. With the $200,000 New Jersey expects to receive, for example, there are tentative plans for research and development projects in the rehabilitation of the shellfish industry, the pollution of estuaries,

the decline in the abundance of menhaden, and, in cooperation with several other States, a study of the resources of middle Atlantic blight. Each of the remaining States could initiate at least one substantial project with the funds which would be made available under a full appropriation.

Mr. Chairman, I also believe this year's appropriation request is inadequate because it ignores the need to fund that section of the act which calls for the use of Federal funds in areas where commercial fisheries have failed because resources have been destroyed. Nor does this year's request take into account the need for Federal funds in developing new commercial fisheries.

Mr. Chairman, our responsibility to protect the public interest in our commercial fisheries did not cease when we passed this act last year. As a matter of practical economics and of public policy, I believe we are now obligated to make available those funds which are necessary for the effective operation of this important new program. I would, therefore, urge this committee to recommend that the full authorization for this act be included in the budget.

Revitalization of Great Lakes Fishing Industry

Letter From Hon. William Proxmire, a U.S. Senator From the State of Wisconsin

U.S. Senate,
Committee on Appropriations,
March 25, 1965.

Hon. Carl Hayden,
Chairman, Senate Appropriations Committee,
Washington, D.C.

Dear Mr. Chairman: I have been deeply concerned for some time now about the decline which has taken place over the last few years in the Great Lakes fishing industry.

This has been due to a number of causes including an increasingly serious imbalance between predators and prey (exemplified by sea lamprey depredation), pollution of the lakes and their tributary streams, the depressing effect which the recent outbreak of botulism has had on fish production and the inefficiency of some of the fishing industry's practices.

Despite the industry's decline, which quite frankly could end with the death of the industry within the next 2 or 3 years, only 3 percent of the Bureau of Commercial Fisheries' budget has been allocated for Great Lakes fisheries work. Although the Bureau has made real progress in meeting such threats as sea lamprey depredation it simply does not have sufficient funds available to take care of the major problems in the Great Lakes area.

The president of the Midwest Federated Fisheries Council has submitted to your Interior Subcommittee a proposal calling for a revitalization of the Great Lakes fishing industry through an increase of 35 full-time positions within the Bureau to work on Great Lakes problems. This additional personnel would be assigned to work in such areas as biological research, exploratory fishing, and gear research, technological research, marketing, and economics. The cost would be $780,000. The proposal also requests a total of $650,000 for the construction of a prototype commercial fishing vessel and a biological research vessel. Although the total sum of $1,430,000 may seem like a great deal of money, it is far less than the damage that a failure to appropriate these funds could have on the Great Lakes commercial fishing industry.

I am consequently requesting that the Interior and Related Agencies Subcommittee include the amount within this year's Interior appropriations bill.

Sincerely,

William Proxmire,
U.S. Senator.

LETTER FROM SOUTHERN PINE INDUSTRY COMMITTEE URGING APPROPRIATIONS TO PERMIT EXPANSION OF FACILITIES AT U.S. FOREST PRODUCTS LABORATORY, MADISON, WIS.

SOUTHERN PINE INDUSTRY COMMITTEE,
New Orleans, La., March 15, 1965.

Hon. CARL HAYDEN,
Chairman, Interior and Related Agencies Subcommittee of the Senate Appropriations Committee, Washington, D.C.

DEAR SENATOR HAYDEN: As chairman of the Interior and Related Agencies Subcommittee of the Senate Appropriations Committee, we request of your committee in behalf of the southern lumber manufacturing industry which we represent, favorable consideration of the appropriation for the expansion of facilities at the U.S. Forest Products Laboratory in Madison, Wis.

To meet the increasing demands of the Laboratory, sufficient funds should be available to complete the expanded program already underway and to provide for adequate programing and planning for new sites and facilities in the period immediately ahead.

The appropriations involved are reasonable, and we hope your committee will act favorably on this request.

Respectfully,

W. S. FOX, *Chairman.*

ESTABLISHMENT OF FISHERY UNIT AT OREGON STATE UNIVERSITY, CORVALLIS, OREG.

LETTER FROM HON. WAYNE MORSE, A U.S. SENATOR FROM THE STATE OF OREGON

U.S. SENATE,
COMMITTEE ON FOREIGN RELATIONS,
April 1, 1965.

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

DEAR CARL: This letter is written to you on behalf of an extremely meritorious project for the Pacific Northwest which, in my opinion, is one that is also decidedly in the general public interest.

The project to which I refer is the proposed fishery unit which I would like very much to see established at Oregon State University in Corvallis, Oreg.

At present, 13 such centers are in existence throughout the United States, the westernmost of which are located in Idaho, Montana and Utah. The disastrous floods which occurred in Oregon, Washington, and northern California this winter supply convincing evidence of the need for the prompt construction of multipurpose flood control projects on the major rivers of the three States. I am satisfied that the Congress will endorse an intensive flood control program in that area in the years ahead.

The construction of these projects makes it imperative that we take prompt steps to assure maximum protection and enhancement of our fishery resources of these rivers, as well as in the coastal estuaries and ocean fisheries. A cooperative fishery unit, if established at Oregon State University, would meet the needs of training and research on marine and freshwater fisheries.

In my communications with the people at Oregon State University, I have been assured that the university would welcome such a unit. It is fully prepared to meet all the requirements for full participation in such a cooperative venture. The university has a very strong department of fisheries and wildlife under the capable direction of Prof. Thomas G. Scott; it has nine highly qualified staff members whose primary interests are in the field of fisheries. The university is prepared to recognize personnel of the U.S. Bureau of Sport Fisheries and Wildlife as members of the university staff.

Oregon State University is located in the geographical center of major salmon and trout rivers of the West, freshwater lakes, fish-farm ponds, as well as fisheries of the Pacific Ocean and estuaries. The university has an added advantage of an established marine science laboratory at Yaquina Bay on the nearby coast of Oregon.

The U.S. Public Health Service Water Quality Control Laboratory in Corvallis and the Pacific Northwest Water Laboratory, which will soon be completed on the campus at Oregon State, would be valuable adjuncts to the cooperative fishery unit.

The Oregon State Game Commission and the Oregon State Fish Commission would also render full cooperation on the program of a unit of this type, if established at Corvallis.

It is my understanding that an appropriation of $40,000 for fiscal 1966 would make possible the establishment of this urgently needed project at Oregon State University. I hope that the Senate Appropriations Committee will review this matter very carefully, because I feel that it would be very much in the interest of the fishery program of our Nation, as well as the Pacific Northwest, if this unit could be established at Oregon State University.

With best personal regards,

Sincerely,

WAYNE MORSE.

AGENCY REQUESTS FOR AMENDMENTS TO HOUSE BILL

DEPARTMENT OF AGRICULTURE

DEPARTMENT OF AGRICULTURE,
Washington, D.C., April 5, 1965.

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

DEAR MR. CHAIRMAN: Enclosed are statements in support of the amendments which we request be made in the Forest Service portion of the Department of Interior and Related Agencies appropriation bill, 1966, as passed by the House.

These proposed amendments would restore the budget estimates, with the exception noted below. The House reductions are particularly serious since the budget estimates would have provided only the bare minimum needed to do an effective job of protecting and managing the national forest resources.

The House bill, page 33, line 21, under heading "Administrative provisions, Forest Service," provides $25,000 for employment under section 15 of the act of August 2, 1946 (5 U.S.C. 55a). The amount requested was $50,000, an increase of $25,000 over that available the past several years. The $25,000 reduction is not being appealed, however, even though the need for the services of consultants continues to increase with expanding programs. Fiscal year 1966 plans will be revised to insure that no major programs of the Forest Service will be vitally affected by the reduction imposed by the House bill.

Representatives of the Department will be glad to furnish any additional information you may need, or to appear before your committee as necessary to further discuss the 1966 budget estimates of the Forest Service.

Sincerely yours,

CHARLES S. MURPHY,
Under Secretary.

Enclosures.

FOREST SERVICE

FOREST PROTECTION AND UTILIZATION

FOREST LAND MANAGEMENT

(House hearings, pt. 2, pp. 64–141)

(Senate hearings, pp. 763–813)

1965 appropriation (includes pending pay act supplemental)	$153,906,000
1966 budget estimate	162,378,000
House bill, increase	458,000
House bill, decrease	2,165,000
Net House bill decrease	1,707,000
House bill	160,671,000

AMENDMENT REQUESTED

Page 30, line 18, strike out "$160,671,000" and insert "162,378,000", to restore the budget estimate.

HOUSE REPORT NO. 205 (P. 27)

"The committee recommends a reduction of $615,000 in the fund request for reforestation. The $16,876,000 allowed in the bill for this work, together with the $32,673,836 available from sale area betterment trust funds should provide adequately for essential reforestation requirements in fiscal year 1966.

"The amount recommended by the committee also includes the following increases over the budget estimate:

"$125,000 for the Brasstown Bald Visitation Center in the Chattahoochee National Forest; $55,000 for development of a picnic area at Camp Roosevelt, George Washington National Forest, Va.; $150,000 for the White Rocks Reservoir, Jefferson National Forest, Va., including $50,000 provided for planning the dam; $50,000 for planning and design of recreation areas; and $50,000 is for additional family units at this location; and $128,000 for initial development of the Blanchard Springs Caverns, Ark. In addition, the $50,000 budgeted for an administration building at this latter location shall be used for additional planning, making a total of $178,000 for construction and additional planning for this project."

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The amendment proposed by the Department would eliminate the $458,000 increase and restore the $2,165,000 reductions made in the House bill. These amounts are distributed to subactivities as follows:

FOREST PROTECTION AND UTILIZATION

	1965 appropriation	Changes proposed		Restoration or amendment requested
		Budget estimates	House bill	
FOREST LAND MANAGEMENT				
National forest protection and management:				
(1) Timber resource management:				
(a) Sales administration and management	$30,097,000	$30,262,000	----------	----------
(b) Reforestation and stand improvement	16,876,000	17,491,000	−$615,000	(a) +$615,000
(2) Recreation, public use	25,410,000	27,510,000	+458,000	(b) −458,000
(3) Wildlife habitat management	3,808,000	3,808,000	----------	----------
(4) Range resource management:				
(a) Management	5,254,000	5,254,000	----------	----------
(b) Revegetation	2,780,000	2,780,000	----------	----------
(c) Improvements	3,339,000	3,339,000	----------	----------
(5) Soil and water management	5,146,000	6,146,000	−500,000	(c) +500,000
(6) Mineral claims, leases, and special uses	3,904,000	3,904,000	----------	----------
(7) Land classification, adjustments, and surveys	4,012,000	4,512,000	−250,000	(d) +250,000
(8) Forest fire protection	23,564,000	23,564,000	----------	----------
(9) Structural improvement for fire and general purposes (construction and maintenance)	11,052,000	11,052,000	----------	----------
(10) Payments to employees' compensation fund	615,000	669,000	----------	----------
Subtotal	135,857,000	140,291,000	−907,000	+907,000
Amounts advanced from "Cooperative range improvements"	−700,000	−700,000	----------	----------
Subtotal, national forest protection and management	135,157,000	139,591,000	−907,000	+907,000
(11) Water resource development related activities	1,887,000	4,532,000	----------	----------
(12) Fighting forest fires	5,000,000	5,000,000	----------	----------
(13) Insect and disease control:				
White pine blister rust control	3,640,000	3,640,000	----------	----------
Other pest control	7,135,000	8,935,000	−800,000	(e) +800,000
Subtotal, insect and disease control	10,775,000	12,575,000	−800,000	+800,000
(14) Acquisition of lands, Weeks Act	680,000	680,000	----------	----------
Total, forest land management	153,499,000	162,378,000	−1,707,000	+1,707,000

(*a*) The Department recommends that the reduction of $615,000 for reforestation and timber stand improvement made by the House be restored. A reduction of $615,000 would decrease by 25,000 acres timber improvement work urgently needed on the national forests. The objective of this work is to improve timber growing conditions where trees are crowded or valueless trees and growth are competing with and slowing the growth of good ones. It is highly productive in terms of raw products needed on an ever-increasing scale by local wood-using industries. These industries are sources of expanding payrolls, tax bases, and stable communities. The timber resource is renewable and continues to produce on a sustained-yield basis. Its productivity is increased and the time to harvest is shortened by stand improvement work. Substantially all work to be done with this increase involves hand labor. It provides some 25,000 man-days of employment to people in forest-dependent communities. Knutson-Vandenberg trust funds are restricted for expenditures on sale areas and cannot be used in locations for which these appropriated monies have been requested.

(*b*) The Department recommends that the increase of $458,000 for recreation-public use be eliminated. Although the Brasstown Bald Visitation Center, White Rocks Reservoir, Camp Roosevelt, and Blanchard Springs Cavern are projects included in our development program for the national forests and are needed to help meet increasing public recreation demands, these projects were considered at the time of budget formulation and are of lower priority than the items included in the budget estimates.

(*c*) The Department recommends that the reduction of $500,000 for soil and water management made by the House be restored. A reduction of $500,000 would require a drastic curtailment in planned Forest Service water yield improvement programs such as the Arizona watershed project, the Lake Creek project in Colorado, and the Santa Ynez project in California, with a resultant adverse effect on cooperative programs underway. It would also greatly limit Forest Service ability to promptly treat areas in which hydrologic capabilities are destroyed by current year fires. Effective Forest Service participation in a cooperative program with Public Health Service to improve the management of national forest lands which are the primary source of domestic water supply would be seriously handicapped.

(*d*) The Department recommends that the reduction of $250,000 for land classification, adjustments, and surveys made by the House be restored. About a third of the current annual cut of 11.2 billion board feet of national forest timber depends on early establishment by the Bureau of Land Management of property lines to sustain the cut. In many areas the cadastral surveys will be difficult to make and will require 2 years of work in each township before the timber can be cruised in preparation for its sale. The lead time is urgently needed to get the necessary work done to meet the current and ever-increasing demand for national forest timber.

There are many national forest areas where the property lines in entire townships were either never established by surveys, or the remains of such surveys are so obscure that cadastral survey work by Bureau of Land Management is required. In a number of these areas a multiplicity of timber trespass cuttings on lands of the United States have apparently occurred. The extent of these trespasses can neither be determined nor sustained in court actions until Bureau of Land Management surveys are made. These losses may total several million dollars annually. Positive action by the United States must be taken with sufficient vigor to have a significant effect in trespass prevention and in collection of damages related to past and current trespass.

(*e*) The Department recommends that the reduction of $800,000 for insect and disease control made by the House be restored. The House action reduces the requested increase from $1.8 to $1 million. The full amount of $1.8 million is needed to fully and effectively meet forest defoliation problems now epidemic about the Nation. This sum represents the added costs of doing business as an aftermath of the pesticide controversy. It falls into two parts: (1) the work needed for developing effective short-lived pesticides to use instead of DDT, the material now widely used to control forest defoliators, and (2) to cover the extra precautions required for applying pesticides to meet present-day standards. Because of the overall magnitude of other pest problems, there is no latitude for absorbing these costs from other pest control activities.

The two items for which the $1.8 million increase is intended are broken down as follows:

Item	Past cost	Estimated cost in fiscal year 1966	Increase
(1) Testing new insecticides and developing and testing equipment for applying them	$407,000	$600,000	$193,000
(2) Aerial spraying an estimated 945,000 acres	1,114,000	2,721,000	1,607,000

Increased spraying costs are broken down as follows:

Item	Past cost per acre	Estimated cost per acre	Increase cost per acre
(1) Cost of insecticide	$0.40	$1.05	$0.65
(2) Transportation of insecticide	.10	.10	
(3) Application of insecticide, involving extensive use of helicopters in lieu of fixed-wing aircraft	.50	1.35	.85
(4) Administration of projects	.10	.20	.10
(5) Monitoring effects of pesticides on forest environment	.08	.18	.10
Total	1.18	2.88	1.70

The decrease of $800,000 will make it necessary to reduce the acreage proposed for control in fiscal year 1966 from 945,000 to 667,000 acres. The 945,000 acres is an estimate of the highest priority areas now infested which must be treated in 1966. This is only a portion of infestations of forest defoliators that are currently epidemic on over 3 million acres.

Curtailment of treatment on areas that should be treated in fiscal year 1966 will result in an identification of the epidemic in untreated areas, with attendant spread, increase in timber losses and higher subsequent control costs.

FOREST SERVICE

Forest Protection and Utilization

FOREST RESEARCH

(House hearings, pt. 2, pp. 142–202; Senate hearings, pp. 814–834)

1965 appropriation (includes pending pay act supplemental)	$34,285,000
1966 budget estimate	32,554,000
House bill	32,939,000

AMENDMENT REQUESTED

Page 31, line 7, strike out "$32,939,000" and insert "$32,554,000", to restore the budget estimate.

HOUSE REPORT NO. 205 (P. 28)

"The increases recommended by the committee in the budget estimate include: $150,000 for additional research on walnut trees; $200,000 for a greenhouse at Ames, Iowa; and $35,000 for planning a research laboratory at Olympia, Wash."

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The amendment proposed by the Department would eliminate the increase of $385,000 made by the House bill. These amounts are distributed to subactivities as follows:

	1965 appropriation	Changes proposed		Restoration or amendment requested
		Budget estimates	House bill	
Forest research:				
Forest and range management research:				
Timber management research	7,687,000	7,546,000	+150,000	(a) −150,000
Watershed management research	3,151,000	3,130,000	----------	----------
Range management research	1,240,000	1,190,000	----------	----------
Wildlife habitat research	691,000	691,000	----------	----------
Forest recreation research	432,000	432,000	----------	----------
Subtotal, forest and range management research	13,201,000	12,989,000	+150,000	−150,000
Forest protection research:				
Forest fire research	1,897,000	2,247,000	----------	----------
Forest insect research	3,735,000	3,735,000	----------	----------
Forest disease research	2,043,000	2,043,000	----------	----------
Subtotal, forest protection research	7,675,000	8,025,000	----------	----------
Forest products and engineering research:				
Forest products utilization research	5,401,000	5,890,000	----------	----------
Forest engineering research	409,000	409,000	----------	----------
Subtotal, forest products and engineering research	5,810,000	6,299,000	----------	----------
Forest resource economics research:				
Forest survey	1,903,000	1,903,000	----------	----------
Forest products marketing research	1,139,000	1,464,000	----------	----------
Forest economics research	556,000	556,000	----------	----------
Subtotal, forest resource economics research	3,598,000	3,923,000	----------	----------
Forest research construction	4,001,000	1,318,000	+235,000	(b) −235,000
Total, forest research	34,285,000	32,554,000	+385,000	−385,000

The Department recommends that the increases for (a) timber management research, $150,000 and (b) forest research construction, $235,000, be eliminated. The projects mentioned in the House report and included in the above subactivities are an integral part of our long-range plans and were given consideration at the time of budget formulation. However, these projects were of lower priority than others included in the budget estimates for the appropriation "Forest protection and utilization, forest land management."

FOREST SERVICE

ADMINISTRATIVE PROVISIONS, FOREST SERVICE

(House hearings, pt. 2, pp. 228–231)
(Senate hearings, pp. 844–847)

AMENDMENT REQUESTED

Page 33, line 16, strike out "one hundred and one" and insert "one hundred and twenty-six"; line 16 and 17, delete "for replacement only" and insert "of which one hundred and one shall be for replacement only", to restore the budget estimate.

JUSTIFICATION OF THE AMENDMENT BY THE DEPARTMENT

The Department recommends that the House reduction of 25 passenger motor vehicles be restored. The purchase of 126 such vehicles, of which 101 are for replacement, is needed to provide transportation essential for the efficient ad-

ministration of the various Forest Service programs. As of fiscal year 1965, the Forest Service will have 673 such vehicles. The budget proposal would increase this to 698. These vehicles would be used in areas where General Services Administration and common carrier facilities cannot adequately meet program needs. Full use is made of such facilities where they are available. As a result, the total number of passenger vehicles proposed under this budget is 3 less than the total 701 the Forest Service had in fiscal year 1958, notwithstanding very substantial increases made by the Congress in Forest Service programs since that date. The proposed fleet addition of 25 units is therefore fully justified.

NATIONAL CAPITAL PLANNING COMMISSION

WASHINGTON, D.C., *April 5, 1965.*

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

DEAR SENATOR HAYDEN: The National Capital Planning Commission respectfully requests your committee to restore the full budget request of $1 million for its "Salaries and expenses" appropriation. This appears in the Department of the Interior and related agencies appropriation bill, 1966 (H.R. 6767). Amendatory language to accomplish this restoration is attached.

The Commission feels justified in asking for restoration of the entire amount of $200,000 deleted by the House of Representatives. In fact, it is gravely concerned about the adverse implications of not providing adequately for planning during this period of rapid growth and development in the District and the National Capital region.

The House deleted the $50,000 requested for the landmarks program based on the committee report as follows: "The committee has not approved the requested increase of $50,000 to initiate a landmarks program in the District of Columbia. The committee believes this activity should be carried out by the National Park Service under its historic sites and landmarks program." The hearings conducted on March 5, 1965, by Senator E. L. Bartlett, as shown by the questioning on this program starting on page 1537 of the page proofs of the hearing, go into detail on this program and especially the difference between our program and that of the National Park Service. The national program identifies only individual buildings of national significance whereas we are seeking the means to identify all significant landmarks in the District of Columbia; develop programs to preserve them; establish priorities for preservation; and draft proposed legislation for congressional consideration. If we are to preserve the best of our heritage as we make room for the new, our time is short.

The present landmarks program was initiated by the National Capital Planning Commission with the enthusiastic support of the National Park Service, its national and regional directors. There is no duplication of the Park Service programs and the Commission's. The Park Service is working closely with the Landmarks Committee.

A total of $50,000 was allowed for the Pennsylvania Avenue plan compared to our request of $88,860. The President now has issued his Executive order which establishes the temporary Pennsylvania Avenue Commission. He has selected a Chairman from San Francisco, which will involve expensive travel costs. Although a minimal amount of work is programed for this temporary Commission, we do not feel that $50,000 will be sufficient for this activity. It is requested that the entire $88,860, as originally proposed, be restored.

The remaining $111,140 which was deleted by the House, and for which we feel justified in asking restoration, provides additional new positions and incidental related expenses. It also includes $30,000 for a nonrecurring research and publications program, and $20,000 for nonrecurring remapping and rezoning studies following the 1985 plan.

We had requested a total of 12 new permanent positions which the House action reduces by less than one-half. The Commission believes that it is not performing its responsibilities adequately at the present time, as we pointed out commencing at the top of page 58 of our justification submitted to your committee. This is due largely to an insufficient number of staff personnel. Restoration of funds for the positions, without restoration also of the related expenses thereto; such as, rental of office space, supplies, communication costs, travel and other expenses, would not provide adequate funds for operating

expenses of the new employees. Therefore a higher level of funding is required to permit carrying out a desirable planning program for the District of Columbia and the Federal interests in the National Capital region.

I strongly urge that the entire budget amount be restored. The Commission members and I are fully behind this budget.

There is today a new consciousness of our environment and the part it plays in enriching or depriving the lives of everyone. The President's great message on natural beauty and his recent message on the District of Columbia give added emphasis to the importance of the physical environment in our daily lives. As the physical planning agencies for the city, the Federal Establishment in the metropolitan area, and the coordination of metropolitan planning, the Commission and the Council are concerned with the day-to-day change and development of our environment. To plan for the development of the Nation's Capital, and in fact the world capital, we need to have adequate financing.

Sincerely yours,

MRS. JAMES H. ROWE, Jr., *Chairman.*

DEPARTMENT OF THE INTERIOR AND RELATED AGENCIES APPROPRIATION BILL, 1965

H.R. 6767

APRIL 5, 1965.

Proposed amendment relating to the National Capital Planning Commission:

"Salaries and Expenses

"On page 37, line 21, strike out '$800,000' and insert in lieu thereof '$1,000,000'."

NATIONAL COUNCIL ON THE ARTS,
Washington, D.C., April 1, 1965.

HON. CARL HAYDEN,
U.S. Senate,
Washington, D.C.

DEAR SENATOR HAYDEN: This is in response to your letter of March 31, with respect to the 1966 budget request for the National Council on the Arts.

We request that the amount on page 38, line 12, of H.R. 6767, as passed by the House, be increased from $50,000 to $100,000. We believe that no less than this amount should be provided if the Council is to begin to carry out the functions assigned it by the National Arts and Cultural Development Act of 1964 which was approved on September 3, 1964.

The increase is requested to carry out our planned program which includes compensation for the Council members, compensation for the staff, travel expenses, purchase of equipment and operating expenses, plus employment of consultants on a temporary basis to make special studies and recommendations for the Council and to consult with local, State, and Federal authorities at the direction of the Council.

Sincerely,

ROGER L. STEVENS, *Chairman.*

SMITHSONIAN INSTITUTION

JUSTIFICATION OF APPEALS TO H.R. 6767

"SALARIES AND EXPENSES," FISCAL YEAR 1966

LANGUAGE SHEET CHANGES

Official reception expenses

On page 39, line 4, of H.R. 6767 after "publications," insert the following: "and not to exceed $2,000 for official reception and representation expenses."

The Secretary of the Smithsonian Institution has the same need to provide official entertainment as a representative of the United States as do the heads of at least seven other agencies receiving such an appropriation in the current year.

The Institution is visited by foreign heads of state as a traditional part of their visits to the Capital of the United States. Heads of learned societies and museums, scientists, artists, historians, and scholars also come from all over the United States and, in fact, the world. It is required, therefore, that the Secretary, as a representative of the United States, hold receptions and dinners commensurate with the standing of the Institution in the scholarly community and in national and international circles.

The Institution depends on public support for contribution of thousands of precious objects and priceless gifts which comprise the national collections of scientific, historical, and art objects. Official receptions and public gatherings, exhibition openings, lectures, special exhibitions, and similar ceremonies are essential to provide an opportunity for presentations to the public and for recognition of the generosity of the donor. Modest provision for the expenses of such official events is therefore necessary.

The amount requested is below the average appropriated in 1965 for this purpose to the seven other agencies: Office of the Secretary, Department of the Interior; Public Health Service; Federal Aviation Agency; Treasury Department; Veterans' Administration; Federal Power Commission; and St. Lawrence Seaway Development Corporation.

Change of amount

On page 39, line 4, change $18,468,000 to $20,805,000.

The justifications for this change in amount appear on the following pages.

SMITHSONIAN INSTITUTION

JUSTIFICATION OF APPEAL

"SALARIES AND EXPENSES," FISCAL YEAR 1966

Wage board and other increased personnel costs

Agency request	$552,000
House allowance	352,000
Appeal	200,000

Restoration of $200,000 is requested for the cost of wage board and general schedule increases now in effect, to pay full-year salaries of existing positions, and to pay for within-grade salary increases as provided by law. No reduction can be effected in these costs without seriously curtailing the museum, art, and scientific programs of the Institution, and the protection, operation, and maintenance of the Smithsonian buildings and grounds.

From an analysis of all wage board positions, it was determined that the cost in 1966 of increases granted in December 1963 will total $90,000. There is no provision for this cost in the base appropriation.

The salary increases (Public Law 88–426) for general schedule employees will cost an additional $62,000 in fiscal year 1966 because three workdays were excluded in 1965.

To pay full-year salaries in fiscal year 1966, with an expected savings of 3.7 percent of personnel compensation, will require $250,000.

The amount of $150,000 is required for within-grade salary advancements in accordance with law. This sum includes a portion of the 1966 increases and the additional cost resulting from part-year increases in 1965. The cost has been reduced by offsets resulting from turnover and promotions.

The reduced allowance by the House will not cover these known costs, and cuts in essential programs and supporting services will become necessary unless restoration is approved.

Astrophysical Observatory

Agency request	$493,000
House allowance	200,000
Appeal	293,000

Restoration of $293,000 is requested for the Astrophysical Obeservatory. This Observatory has become an internationally recognized center for stellar and solar astrophysics, mainly because of its success in applying modern computer technology to stellar theory. Faster computers and new mathematical techniques now promise great advances in this field. Additional financial support is needed for the expensive computations involved. This Observatory is concerned with pure science and basic research. It may be recalled that the basic

concepts of atomic energy were first recognized in its astrophysical setting. Now, new astronomical bodies of extreme brightness have been discovered. Called quasars, they are not yet understood but may soon lead to far-reaching discoveries.

The Smithsonian Astrophysical Obeservatory has joined Harvard University and the Massachusetts Institute of Technology to make preliminary studies in preparation for a major radio telescope facility to achieve the next steps in this most exciting area of modern astronomy. Funds for scientific staff and engineering studies are needed to carry out Smithsonian's part in the joint effort. Lacking such facilities, the United States is still behind England and Australia in radio astronomy.

The requested restoration will also provide for scientific and technical services and equipment in the Observatory's other fields of research, not possible under present limitations of funding. These fields include particularly the study of comets and interstellar matter, meteoritic material in the solar system, exobiology, and the gravity, surface structure, and atmospheres of both the earth and the moon.

Museum of Natural History

Agency request	$1,665,000
House allowance	500,000
Appeal	1,165,000

The purpose of increases requested for the Museum of Natural History, which is the national institution for systematic biology, anthropology, and mineralogy, was not to begin new research activities but to derive greater returns from those already underway. The increase requested for fiscal year 1966 was $1,665,000, including $852,000 for the national marine biology program. Of this total increase, an allowance of $500,000 was approved. It is urgently requested that the amount of $1,165,000 be restored.

The Institution gave low priority to new research positions in its fiscal year 1966 request. Instead, the bulk of the request for this Museum was to enable the Institution to employ technical, administrative, and clerical assistants to provide supporting services for the research staff, to meet increasing demands for identification, and to provide assistance to other research workers and to the public. Demands for information services from all levels of the American population, from the primary school student writing a paper for a science class to the doctoral candidate preparing a thesis, and from local, State, and Federal agencies, universities, and other nonprofit and profit organizations, have grown to a crisis point. Many of these inquiries could be adequately answered by technicians at lower levels and without such help must be refused. Many other services provided by Smithsonian, such as the identification of specimens, will have to be cut back or peformed in large part by nonscientists.

The Civil Service Commission and numerous outside consultants and boards of review have urged the Smithsonian to expand supporting staff and its administration has adopted this as an urgent objective. Many of the professional scientists are the only specialists in groups of organism in the Nation or in the free world. The Institution is keenly aware of its responsibility to see that their time is available for scientific investigations at the professional level. An internal survey revealed that less than half the worktime of the professional research staff in biology and anthropology is spent in activities at the professional level; the rest is routine. Technicians, administrative, and clerical assistants are urgently needed to stop this waste of talent.

The Institution is mindful of the interest of the Congress in expanded opportunities for technicians and other nonprofessional personnel. The requested program of technician support for staff scientists within the Museum of Natural History would make a distinct contribution to national objectives in training and employment for this promising category of the work force, in life sciences where many institutions have been reluctant to employ them. It is our judgment that the most efficient way to institute this program is in a single year, so that supporting personnel could receive training all at once, and recruitment for the positions could be undertaken on a nationwide basis instead of just near the District of Columbia. Consequently, the Institution most urgently requests full restoration of the increase for the Museum of Natural History.

The scope and purpose of the oceanography program, which is strongly supported by the administration, have been developed with the approval of the Interagency Committee for Oceanography, including the Departments of Defense, Interior, Treasury, and Commerce, and the National Science Foundation and

the Atomic Energy Commission. Their recommendations are designed to eliminate a crippling disparity between physical and biological oceanography. Even with the full restoration, less than 2 percent of the national oceanographic program will be devoted to research on the organic content of the sea. The Smithsonian program is therefore a critical ingredient in the national oceanography effort which will involve a total outlay by all Federal agencies of about $150 million in fiscal year 1966. It is the universal judgment of the scientific community that knowledge of species biology is not keeping pace with the internal needs of the life and other sciences for such information, both in oceanography and in biology as a whole.

Administration

Agency request	$479,000
House allowance	300,000
Appeal	179,000

The restoration requested for essential administrative services ($179,000) will provide substantially less than the justifiable amount commensurate with the enlarged scope of the Institution's activities under the House bill. The library, scientific and historical publications office, museum services, fiscal division, and the Secretary's immediate office are most seriously understaffed to provide services that are vital to the Institution's other programs.

Restoration is needed so that the library can provide more adequately the bibliographic and reference services so essential to the scientists in their research. Additional funds are needed to hire science and history editors and for printing costs so that the results of basic research performed at the Smithsonian can be published and provide valuable information to scholars and the public. Serious backlogs of publications require that we most urgently request restoration of the House cuts.

The Smithsonian Museum Service is engaged in developing the public educational potential of the Smithsonian. It is engaged in preparing cultural and educational programs related to science, history, and art. The modest increase requested is needed to permit more of the public to see, hear, and learn about the national collections and treasures to be found in the Smithsonian museums and art galleries.

Restoration is sought also to strengthen the fiscal services of the Institution. Provision for the indispensable cost accounting and auditing of all financial transactions has lagged far behind the present scope of the Institution's activities. A modest additional of three fiscal clerks to the small staff will be an important step toward improved financial accountability.

Restoration is particularly needed in order that the Secretary through his immediate professional assistants can more adequately carry out the substantially increased responsibilities now assigned by the Congress to the Institution. Included in these steadily growing responsibilities are the National Portrait Gallery, the National Armed Forces Museum Advisory Board, membership on the National Council on the Arts and the Commission on Pennsylvania Avenue, mounting activity as Trustee of the John F. Kennedy Center, and the major programs for "increasing knowledge" through scientific and historical research, art, and museum presentations. The Secretary's staff is small and will remain so. A modest increase in funding as requested will provide the Secretary with specialized and professional assistance in the greatly diversified areas of his responsibilities.

National and international cooperative research and training

Agency request	$500,000
House allowance	0
Appeal	500,000

The proposed program of cooperative research and training in the Smithsonian Institution is designed as a first effort to reach a basis comparable to every other agency of the Government concerned with scientific research. For many years educators and officials of the executive branch have urged that the resources of the Smithsonian be placed more fully at the disposal of colleges and universities so that their scholars could conduct studies in both science and the arts using the Nation's unique collections and other facilities of the Institution.

A request of $500,000 for this purpose was denied although it represented a smaller program of visiting research appointments than those long established at other comparable Government centers. The same request would have permitted a very modest program of training for museum workers from elsewhere in the country to learn at firsthand the techniques and practices developed in the national museums and laboratories at Washington. Unless the requested funds are restored the Institution must defer plans to offer assistance to other museums and to colleges and universities in every quarter of the United States.

The action of the House of Representatives would force the cancellation of national activities and restrict the Smithsonian to purely local services to those who happen to visit its buildings. It is certain that the millions from every city and State who come to its public displays do not consider the Smithsonian a purely local function. Such a view of the Institution would seem to be particularly unfortunate in the year of the celebration of the bicentennial of the birth of James Smithson, when representatives of hundreds of other museums and universities will gather in Washington in hopes of developing further cooperative efforts with the Smithsonian. The public is looking to national institutions for leadership in science and cultural affairs and it would represent a distinct loss to characterize the Smithsonian in any other way. Applications from 33 States are on hand from students and faculty members who wish to take part in this program in the coming year. The Nation has built the Smithsonian collections painstakingly and at great expense—often through donations from private individuals and corporations.

The purpose of visiting research appointments is to enable a modest number of graduate students and workers from kindred institutions to investigate the vast quantities of national collections not suitable for public view. Until this is done they will not be the property of the American people in the fullest possible sense. In light of the modest dimensions of the program and the excellence of the applications received from those who wish to participate in it, full restoration of the $500,000 item is requested.

CORREGIDOR-BATAAN MEMORIAL COMMISSION,
Washington, D.C., April 1, 1965.

Senator CARL HAYDEN,
Senate Office Building,
Washington, D.C.

DEAR SENATOR HAYDEN: In reply to your letter of March 31, 1965, the following amendments to H.R. 6767 are urgently recommended:

Page 41, line 16, change "$25,000" to "$35,000" as shown in the budget request.

The restoration of the $10,000 is necessary to provide for salary increases granted by the Congress, the employment of a GS–7 historical researcher needed to carry out planning required by Public Law 88–240, the authorization law; and to perform necessary travel.

Page 41, line 17, insert the following:

"VETERANS' ADMINISTRATION

"CONSTRUCTION, CORREGIDOR-BATAAN MEMORIAL

"For constructing a memorial on Corregidor Island, as authorized by the Act of August 5, 1958, as amended (36 U.S.C. 426), $1,400,000, 'to remain available until expended'."

Page 41, renumber present line 17 as "line 22" and renumber all following lines to conform.

The reasons for the restoration of the $1,400,000 of construction funds are discussed in the attached memorandum.

Very sincerely yours,

EMMET O'NEAL, *Chairman.*

MEMORANDUM

House Report 245 on the Department of the Interior and Related Agencies appropriations bill shows on page 34 under "Corregidor-Bataan Memorial, construction" that no action was taken on the request for $1.4 million for construction funds for fiscal year 1966. Additionally, funds for the Commission were cut from $35,000 to $25,000. The House completed action on this bill before a protest could be voiced.

The report states: "It is recommended that no action be taken on the appropriation of construction funds pending an opportunity of the Commission and the committee to review the nature and the cost of the final detailed plans and specifications for this memorial."

The presentation before both the House and Senate Appropriations Subcommittee of the nature and cost of the plans for the memorial was exactly comparable in its scope and material to similar presentations which have been made by the American Battle Monuments Commission before the Commerce, Senate, and Related Agencies Appropriation Subcommittees. If any review were to be made at some future time by the Corregidor-Bataan Memorial Commission and the House Appropriation Subcommittee, it would necessarily be made on the same plans and data already presented to them.

Perhaps this postponement proposed by the House report resulted from the lack of clear understanding of the nomenclature used to describe architectural plans. Architectural engineers prepared two sets of plans and blueprints. The first set is referred to as the "preliminary design and related material" and the second set as the "working drawings and specifications," which are the construction blueprints developed for the contractor.

The House Appropriations Subcommittee and the Senate Appropriations Subcommittee were shown the first set of plans which, in their entirety, represented much more material than is usually submitted by other departments in justifying requests for construction funds. In no event is a presentation ever made on the second set of plans known as the "working drawings and specifications" because their understanding requires technical knowledge in the civil engineering field. As noted above the only plans which would be reviewed a year from now by the House Appropriations Subcommittee would be the same set of plans shown to them at this year's hearings.

The effect of postponing the appropriation of the $1.4 million requested will result in four very serious disadvantages:

1. It sets back the present construction schedule by 1 year, thus establishing a new completion date of March 1968.
2. This new completion date in 1968 will disrupt the present plans of the Philippine National Shrines Commission for dedicatory ceremonies in March 1967.
3. It removes the Corregidor-Bataan Memorial Commission from any participation in the ceremonies in 1968 because by Public Law 88-240 the Commission goes out of existence May 7, 1967.
4. By removing the Commission from any participation in the activities of the final year of construction, and the final dedication, there will be no U.S. agency to furnish policy guidance to the VA which acts only as a construction agency for the Commission. Neither will there be any U.S. agency to carry out the responsibilities of Public Law 298, 84th Congress; Public Law 85-556, and Public Law 88-240, vis-a-vis the Republic of the Philippines.

Public Law 88-240, which authorized the construction of the memorial, permits only the period July 7, 1964, to May 1967, a period of just 34 months to carry out all the necessary planning and construction phases for the memorial. Any delay beyond July 1, 1965, in the availability of funds will jeopardize the presently planned and orderly construction of the memorial, and its dedication in March 1967.

DEPARTMENT OF THE INTERIOR

BUREAU OF INDIAN AFFAIRS

EDUCATION AND WELFARE SERVICES

(House hearings, pt. 1, pp. 721–760)

(Senate hearings, pp. 645)

Apropriation 1965	97,365,500
Estimate	106,895,000
House allowance	105,761,000
Restoration requested	1,204,000

(P. 5, line 17)

Amendment requested:

Page 5, line 17, strike out "$105,761,000" and insert in lieu thereof "$106,965,000", an increase of $1,204,000 in the appropriation.

HOUSE REPORT

"The amonut allowed by the committee by activity compared with the 1965 appropriation, and the estimate for 1966 is as follows: * * *

"The amount allowed is $1,134,000 below the budget estimate. The net decrease consists of a reduction of $1 million in the increase of $5,480,000 requested for the operation of additional Federal school facilities; $204,000 in the travel estimate to hold costs to the current year level; and an increase of $70,000 to finance costs of maintaining law and order on the Quinault Reservation."

JUSTIFICATION

This amendment restores the reduction of $1, 204,000 made by the House in the budget estimate, and adds $70,000 above the budget estimate to finance costs of maintaining law and order on the Quinault Reservation.

Activity	Appropriation, 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Educational assistance, facilities and services	$70,099,000	$76,300,000	$75,300,000	$1,000,000
2. Welfare and guidance services	12,308,500	13,434,000	13,434,000	----------
3. Relocation and adult vocational training	12,205,000	14,426,000	14,426,000	----------
4. Maintaining law and order	2,753,000	2,735,000	2,805,000	----------
Committee reduction in travel	----------	----------	−204,000	204,000
Total	97,365,500	106,895,000	105,761,000	1,204,000

[1] Includes pending pay act supplemental.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$605,000
12	Personnel benefits	49,000
21	Travel and transportation of persons	250,000
22	Transportation of things	25,000
23	Rent, communications, and utilities	10,000
25	Other services	15,000
26	Supplies and materials	100,000
31	Equipment	150,000
	Total	1,204,000

The Bureau of Indian Affairs requested $5,480,000 to feed, domicile, teach, guide, and, where necessary, clothe 4,335 additional boarding and 180 additional day school children. The new school buildings in which these children will be housed are already under construction and are expected to open during fiscal 1966. A schedule of completion dates prepared as of February 19, 1965, follows:

School	Percent completed	Anticipated occupancy date
Mountain Village	95	Apr. 1, 1965.
Koliganek	90	July 1, 1965.
Kasigluk	82	Aug. 15, 1965.
Goodnews Bay	98	Finished.
Elim	93	June 1, 1965.
Lukochukai	100	Finished.
Aneth	99	Apr. 1, 1965.
Kaibeto	67	July 15, 1965.
Chuska	80	Sept. 1, 1965.
Wingate	90	Aug. 15, 1965.
Many Farms	42	Sept. 20, 1965.
Shonto	81	Oct. 1, 1965.
Crownpoint	100	Finished.
Choctaw Central	25	Aug. 12, 1965.

The $5,480,000 requested is a minimum budget which does not provide for any increase in cost or any upgrading of services. It is difficult to see, therefore, how the Bureau will be able to provide for the minimum essential needs of the additional children with $1 million less.

There is no room for cost reduction in the Bureau's operation of its boarding schools. In 1964, the Bureau was provided with $1,224 per capita annually. This compares with an average cost of $2,383 per capita in 14 comparable private boarding schools as long ago as 1958. Certain charges cannot be reduced, e.g., heat, light, power. Hence the proposed reduction of $1 million can only come from diminished instructional, guidance, and care services to children.

As a matter of fact, the actual cost of educating children in eight Bureau of Indian Affairs boarding schools selected for study during the past year was $200 more than the base per capita cost used in estimating expenses in the Bureau of Indian Affairs budget. In the past there has been a 4-percent overestimation of school enrollments, but since the base per capita has not been changed for many years, the expenses have been underestimated by an even larger percentage. It is for this reason that a $1 million reduction cannot be absorbed, without an adverse effect on the education of Indian children.

The restoration of the $204,000 disallowed by the House for travel under this appropriation is also requested. The funds requested under this item for travel expenditures will provide for transporting students to and from new boarding schools that will open for the first time in fiscal year 1966; the transportation of newly recruited teachers to their first duty stations in Alaska; the travel and per diem costs of an increased number of social workers who must be in a travel status much of the time visiting clients and searching for foster homes for neglected Indian children or homeless children and for the transportation costs of placing the children in foster homes; and for the travel and per diem cost of an increased adult vocational training staff in the recruiting and placing of Indian people in vocational training services and on-the-job training, together with the transportation costs of these trainees.

BUREAU OF INDIAN AFFAIRS

RESOURCES MANAGEMENT

(House hearings, pt. 1, pp. 760–808)

(Senate hearings, pp. 663)

Appropriation 1965	$41,114,000
Estimate	42,956,000
House Allowance	42,756,000
Restoration requested	200,000

(P. 6, line 2)

Amendment requested:

Page 6, line 2, strike out "$42,756,000" and insert in lieu thereof "$42,956,000", the estimate, or an increase of $200,000 in the appropriation.

HOUSE REPORT

"The decrease of $200,000 recommended by the committee represents a general reduction in funds available for travel and transportation of persons in 1966."

JUSTIFICATION

This amendment restores the reduction of $200,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Forest and rangelands	$5,249,200	$5,178,000	$5,178,000	
2. Fire suppression	140,000	140,000	140,000	
3. Agricultural and industrial assistance	6,474,800	7,248,000	7,248,000	
4. Soil and moisture conservation	5,539,000	5,487,000	5,487,000	
5. Maintenance of roads	3,612,600	3,799,000	3,799,000	
6. Development of Indian arts and crafts	325,600	365,000	365,000	
7. Management of Indian trust property	6,657,600	6,661,000	6,661,000	
8. Repair and maintenance of buildings and utilities	11,799,300	12,765,000	12,765,000	
9. Operation, repair, and maintenance of Indian irrigation systems	1,315,900	1,313,000	1,313,000	
Committee reduction in travel			−200,000	$200,000
Total	41,114,000	42,956,000	42,756,000	200,000

[1] Includes pending pay act supplemental.

A breakdown of the restoration request by objects of expenditure follows:

21 Travel and transportation of persons $200,000

The restoration of the $200,000 reduction made by the House in travel funds is needed to finance the travel and per diem cost of various additional program technicians. These funds will be used to meet the travel and per diem costs of foresters in negotiating and supervising timber sales, the travel and per diem costs of construction superintendents while supervising the construction of self-help and low-rent housing projects, the travel and per diem cost of housing officers who will work with and assist the tribal housing authorities in presenting their requests to the Public Housing Administration for public housing projects, the travel and per diem costs of credit personnel in their attempt to secure financing for economic development projects designed to raise the standard of living on the reservations and the travel and per diem costs incurred by extension agents in making visits to individual Indian homes and farms and with organized Indian groups.

BUREAU OF INDIAN AFFAIRS

CONSTRUCTION

Appropriation, 1965	
Estimate, 1966	$700,000
House allowance	
Appropriation requested	700,000

(p. 6, line 8)

Amendment requested:

Page 6, line 8, strike out "$32,855,000" and insert in lieu thereof "$70,319,000", an increase of $37,464,000 in the appropriation of which $700,000 is for initiation of construction of the Lower Two Medicine Lake Dam. Restoration of $36,764,000 or the balance of the increase requested under this appropriation is contained in pages 7 through 12, under items that were considered by the House.

HOUSE REPORT

"The request for $700,000 to initiate construction of the Lower Two Medicine Lake Dam was included in House Document No. 111, which was transmitted to the Congress too late to be considered by the House."

JUSTIFICATION

This amendment requests the appropriation of $700,000 to initiate construction of the Lower Two Medicine Lake Dam. This amount is applied to the 1966 construction program as shown below:

Activity	Appropriation, 1965	Budget allowance estimate, 1966	House allowance, 1966	Appropriation re-requested
1. Buildings and utilities				
2. Irrigation systems		$700,000		$700,000
Total		700,000		700,000

A breakdown of the appropriation requested by object classification follows:

32 Lands and structures $700,000

An increase of $700,000 is requested in the construction appropriation request for fiscal year 1966 to finance the fiscal year 1966 construction program for Lower Two Medicine Lake Dam replacement on the Blackfeet Indian Reservation in Montana. This dam will replace the Lower Two Medicine Lake Dam on the North Fork of Two Medicine Creek which was destroyed by the flood of June 8, 1964.

The replacement dam is estimated to cost $3,100,000 and will be constructed at approximately the same location as the old dam. It will be an earthfill structure about 940 feet long, with a height of about 37 feet above the streambed. The dam will be provided with a concrete overflow-type spillway in the river channel section, with a capacity of 23,500 cubic feet per second and will include a gated outlet works. The dam will form a reservoir with a capacity of 13,500 acre-feet, which is the same as the old reservoir. It will provide storage regulation for the irrigation of up to 20,000 acres.

Design and construction of a replacement for Two Medicine Dam was authorized under the Interior Department Appropriation Act for fiscal year 1965, with the appropriation of $1 million for planning and initial contract earnings in that year. Design and construction of the dam will be under the supervision of the Bureau of Reclamation under a memorandum of agreement with the Bureau of Indian Affairs that was approved by the Secretary of the Interior on August 21, 1964.

Pursuant to this agreement, the Bureau of Reclamation investigated several alternative plans and sites for the replacement dam, the most feasible plan has been selected, and the Bureau is now proceeding with preparation of plans and specifications for initiation of construction. Present plans call for the issuance of specifications for construction of the dam and appurtenant works in June of this fiscal year with the award of contract in August 1965. The contract will extend over two construction seasons with completion in November 1966. The major part of the required right-of-way is available from rights of previous dam and reservoir and clearance for any additional right-of-way will be obtained prior to issuance of specifications for construction.

It is estimated that the total fund requirement for fiscal year 1965 will be $250,000, leaving $750,000 of funds now appropriated, which along with $700,000 requested herein will initiate the construction program on the replacement of Lower Two Medicine Lake Dam during fiscal year 1966.

BUREAU OF INDIAN AFFAIRS

CONSTRUCTION

(House hearings, pt. 1, pp. 838–884)

(Senate hearings, p. 683)

Appropriations, 1965	$52,009,000
Estimate	[1] 68,975,000
House allowance	[1] 32,855,000
Restoration requested	[1] 36,764,000

[1] Does not include $700,000 budget amendment included in H. Doc. No. 111. (See pp. 1891–1892.)

(P. 6, line 8)

Amendment requested:

Page 6, line 8, strike out "$32,855,000" and insert in lieu thereof "$69,619,000", an increase of $36,764,000 in the appropriation.

HOUSE REPORT

"The amount allowed provides for the following construction programs during fiscal year 1966:

1. New Indian day and boarding schools, dormitories, and related facilities	$15,363,000
2. Major alterations and improvements	5,000,000
3. Employee housing	700,000
4. Water exploration and development	300,000
5. Water and sanitary sewer and jail facilities	420,000
6. Advance planning	400,000
7. Navajo Indian irrigation project	6,500,000
8. Other irrigation systems	4,172,000
Total	32,855,000

"A total of $24,750,000 was requested for construction of the following schools of which $1,111,000 for planning has been approved by the committee, a reduction of $23,639,000, as follows:

School	Total cost	Planning	Reduction
Mount Edgecumbe High School, Alaska	$6,860,000	$411,000	$6,449,000
Many Farms High School, Arizona	8,945,000	350,000	8,595,000
Moenave High School, Arizona	8,945,000	350,000	8,595,000
Total	24,750,000	1,111,000	23,639,000

"The construction of Indian schools has now approached the level where the committee does not feel that it is practical to appropriate total funding of large schools the first year they are submitted in the budget. At best, under these circumstances, the estimated construction costs represent only a rough guess and concise cost estimates cannot be obtained until specific planning is completed for these projects. Therefore, the committee has applied the policy, already in effect on most construction programs, to construction of Indian schools to the effect that planning funds only will be approved the first year on major items. After the necessary plans and specifications have been drawn, requests for con-

struction funds can then be submitted for consideration in subsequent budgets. It is on this basis that a total of $1,111,000 is recommended for planning on the three schools listed above.

"In addition, the committee has deleted the request of $13,017,000 for the Albuquerque High School. Sufficient justification for the construction of this high school has not been submitted to the committee and further study of the needs for this project should be made. The committee has received rather extensive testimony that a much more practical course to follow would be to absorb these students in the public schools in Albuquerque.

"An additional $108,000 has also been deleted representing the cost of various fallout shelters planned for schools for which construction has been approved. The committee does not see the need for this expenditure in the areas where it is proposed.

"The committee has included the amount of $75,000 for the construction of law and order facilities on the Quinault Reservation; $519,000 for the construction of additional facilities on the Flathead irrigation project in Montana; and $50,000 for planning of a high school to be located at Sisseton, S. Dak. These funds shall be obligated only after local officials have reached a satisfactory agreement on an overall school program for the area.

"The Bureau is requested to initiate planning, within available funds, of a boarding school in the Northwest to be located as conveniently as possible to the majority of the eligible Indian students, and at a location which will permit utilization of public school facilities, including a junior college."

JUSTIFICATION

This amendment restores the reduction of $36,764,000 made by the House in the budget estimate for this appropriation, and adds $644,000 above the estimate for construction of law and order facilities on the Quinault Reservation ($75,000), for planning of a high school to be located at Sisseton, S. Dak., ($50,000), and for the construction of additional facilities on the Flathead irrigation project in Montana ($519,000). This amount was cut from the 1966 construction program as shown in the following table:

Activity	Appropriation, 1965	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Buildings and utilities	$40,513,000	$58,822,000	$22,183,000	$36,764,000
2. Irrigation systems	11,496,000	10,153,000	10,672,000	
Total	52,009,000	68,975,000	32,855,000	36,764,000

A breakdown of the restoration requested by object classification follows:

32 Lands and structures $36,764,000

The items disallowed by the House are as follows: Mount Edgecumbe High School, $6,449,000; Many Farms High School, $8,595,000; Moenave High School, $8,595,000; Albuquerque High School, $13,017,000; and, $108,000 for the installation of fallout shelters at various locations.

In 1953, the Bureau was faced with a very serious problem of lack of school facilities for elementary school children. Since that time, with the cooperation of the Bureau of the Budget and the Congress, we have been engaged in a crash construction program to provide school seats for elementary school children. We are just reaching the point where educational facilities and the number of elementary children requiring school spaces are balancing off.

Over approximately the past 2½ years we have been making a very detailed study of classroom requirements, and we have projected these requirements through 1970. The study shows that, in addition to the 3,700 high school spaces requested in fiscal year 1966, we will need to add 1,000 high school spaces each year through 1970 to stay abreast of the requirements for high school age students. If we do not maintain the projected high school construction schedule, we will face quickly the same out-of-school problems at the high school level that we faced recently at the elementary school level.

Extensive preliminary planning work has been completed for the proposed Mount Edgecumbe, Many Farms, and Moenave High Schools by a team of Bureau educational and technical personnel prior to the submission of the budget request for construction funds. Preliminary drawings for all of the buildings were prepared by architects, assisted by various educational specialists. These preliminary drawings were prepared using standard criteria information which has been in effect in the Bureau since July of 1962. By using standard rooms and spaces and arranging these into functional buildings, accurate building areas and accurate cost estimates have been computed.

By using standard construction criteria, final plans and specifications could be completed in a relatively short time. If funds should be available on July 1, we could advertise for bids in November or December. Contracts could be awarded 60 days later. Contractors then could start construction in the early spring of 1966 and have time to get the buildings under roof before the advent of winter. This could allow the contractor to proceed with inside work during bad weather and allow the schools to open in the fall of 1967.

If the funding of these projects is delayed until fiscal year 1967, construction cannot start until July 1966, leaving only a few months for outside work and insufficient time to enclose the buildings before winter, thus the schools could not open until the fall of 1968. Postponing the funding of the Mount Edgecumbe, Many Farms, and Moenave High Schools until July 1, 1966, will delay the completion of construction 1 year. During that year 2,400 high school pupils will be without facilities. This is the problem we attempted to solve with the request that has been denied.

We are also requesting that funds for construction of the Albuquerque Indian School be restored. The House Committee on Appropriations suggests that the pupils who would be enrolled in the Albuquerque Indian School can be better provided for in the Albuquerque public schools. The Albuquerque School District does not have the facilities to provide for 2,000 additional students quickly.

Reservation Navajo students are not residents of the Albuquerque School District and they are not the legal responsibility of the district. The Albuquerque School District will require 100 percent per capita operating cost and an undetermined amount of construction funds from the Bureau for each additional reservation student enrolled. None of this has been funded.

It must be made clear that the pupils for whom the Bureau seeks to provide seats does not include any now enrolled in public or private schools or who would normally enroll in public or private schools in the future.

The bordertown program as presently constituted cannot provide for the educational needs of Navajo students who are from 1 to several years behind their normal age-grade; need special training in the English language; need special counseling services because of family disorganization arising out of poverty; or require more vocational training than the ordinary public school can or will provide. The Albuquerque Public School District in its bordertown program now enrolls selected Navajo students who are relatively free of these problems. Furthermore, by agreement, Navajo enrollment in the Albuquerque public schools is limited to 30 percent of any given school or homeroom. Albuquerque school officials have told Bureau officials informally that they do not wish the Navajo enrollment to exceed 5 percent of the total enrollment of the school system. The Bureau has received no indication from public school officials that they are ready to accept reservation Navajo students on an unselected and unrestricted basis, free of quotas. (For detailed discussion of this point, see the report from the Commissioner of Indian affairs to the Senate Appropriations Committee on bordertown schools.)

The Bureau also believes that the wishes of the Navajo Tribal Council and the All Pueblo Council should be weighed carefully in making a decision as to the kind of education their children will receive. The All Pueblo Council has expressed a desire for post-high-school vocational and technical education for their youth. Plans are going forward to utilize a portion of the new space if it becomes available, for this kind of postgraduate education of Indian youth of the Southwest. It is understood that the Albuquerque Public School District has plans for developing a new technical school but that it will not be able to meet fully the demands placed on it by residents of the district for several years; much less the needs of out-of-district Indian students.

The Albuquerque Indian School must be rebuilt if it is to continue to operate. Approximately 350 Navajo students now living in the newer Bureau dormitories and attending the Albuquerque public schools with 100 percent Bureau support will continue to do so. But the nearly 800 other Indian students now attending the Albuquerque Indian School are in an antiquated school plant; some of the buildings are 75 years old. Some of the buildings are structurally unsound and the older dormitories are fire hazards.

It is proposed to rebuild the school at a new site already in Federal ownership where greater space will permit proper placement of buildings and play areas and get away from encroaching traffic congestion and hazards. The new site will permit expansion of the school to a capacity of 2,040 students. One of the main reasons for proposing this expansion is the availability of an already developed water supply in Albuquerque. Development of adequate water on the reservation would consume considerable time.

If the new enlarged school is not built, Indian high-school-age and post-high-school students will be short 800 replacement seats and 1,240 additional seats that are sorely needed. The Albuquerque public schools do not have such numbers of school seats in excess of their needs. Certainly there is no suitable dormitory space available for these students.

Even if the Albuquerque School District were able to provide for these students the Bureau does not currently have authority to provide public school districts with funds for school construction. In order to acquire such authority, it would be necessary for authorizing legislation to be enacted by the Congress. After such authority was granted, appropriations would have to be secured to finance the construction needed. It is our opinion that this procedure would delay construction by at least an additional 2 years.

Restoration of $108,000 for fallout shelters is also requested. These shelters would be the only protection available to the children in the event of radioactive fallout.

BUREAU OF INDIAN AFFAIRS

General Administrative Expenses

(House hearings, pt. 1, pp. 890–892)

(Senate hearings, p. 699)

Appropriations 1965	$4,520,000
Estimate	4,520,000
House allowance	4,520,000
Restoration requested	0

HOUSE REPORT

"In addition to this direct appropriation, the budget estimate proposed the use of $1,615,000 of program funds, an increase of $153,000. In view of the planned savings of $3,500,000, primarily in area offices, the committee has disallowed this requested increase in the Bureau's overhead."

JUSTIFICATION

Facilitating administrative services

The restoration of the requested authorization to use an additional $153,000 of program funds for administration will provide the minimum expansion needed to service Bureau operating programs.

The only program increase in administration since fiscal year 1963 was $45,000, which was allowed in fiscal year 1965. The administrative workload has continued to mount with each increase in operating program funds with only a very small increase of $45,000 in administrative program funds.

The Bureau's administrative program is sorely understaffed and unless some relief is provided, we fear that the Bureau will not be able to continue to adequately meet all of its administrative responsibilities.

The total amount requested for the administrative program in 1966 is only 2.5 percent of the total funds requested for the entire Bureau.

NATIONAL PARK SERVICE

MANAGEMENT AND PROTECTION

(House hearings, pt. 1, pp. 923–996, 1014–1030)

(Senate hearings, p. 367)

Appropriation, 1965	$29,862,000
Estimate	33,215,000
House allowance	32,228,000
Restoration requested	987,000

(P. 10, line 14)

Amendment requested:

Page 10, line 14, strike out "$32,228,000" and insert in lieu thereof "$33,215,000", the estimate, or an increase of $987,000 in the appropriation.

HOUSE REPORT

"The following table summarizes the increases recommended by the committee and the reductions made in the budget estimate:

Activity	Budget increases recommended	Reduction below budget estimate
New park areas	+$500,000	−$133,000
Park areas activated since beginning of Mission 66 now partially financed	+300,000	−72,000
To operate newly constructed facilities and to meet increased visitor use requirements in pre-Mission 66 areas	+1,300,000	−390,000
Commercial power and telephone service connection charges	+75,000	
For surveying park boundaries	+50,000	−50,000
To provide safety staffs	+77,000	−34,000
Motion picture and audiovisual production program	+50,000	−50,000
Natural sciences studies	+50,000	−50,000
To initiate a park operations program	+87,000	
For additional U.S. Park Police	+70,000	
Production of additional park informational publications	+25,000	
Employees' compensation fund payments	−130,000	
Roosevelt Campobello International Park	+90,000	
To provide more adequate fire protection service	+50,000	
Study on Ice Age Scientific Reserve in Wisconsin (Public Law 88–665)	+54,000	
Participation in comprehensive river basin planning studies		
To meet increased requirements for—		
Land use	+100,000	−38,000
Concessions management	+18,000	
Nonrecurring item for program surveys	−230,000	
Reduction in travel allowance	−170,000	−170,000
Net increase, 1966	+2,366,000	−987,000"

JUSTIFICATION

The amendment restores the following reductions made by the House in the budget estimate for this appropriation:

New park areas	$133,000
Park areas activated since beginning of Mission 66 now partially financed	72,000
To operate newly constructed facilities and to meet increased visitor use requirements in pre-Mission 66 areas	390,000
Commencement of a program for surveying and monumenting park boundaries	50,000
To provide safety staffs in 5 of the regional offices and strengthen the safety staff in the Washington office	34,000
Motion picture and audiovisual production program	50,000
Natural sciences studies	50,000
To meet increased requirements for land use	38,000
Reduction in travel allowance	170,000
Total	987,000

This amount is distributed to activities as follows:

Activity	Appropriation, 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Management of park and other areas	$24,633,000	$27,766,000	$26,987,000	$779,000
2. Forestry and fire control	1,533,000	1,603,000	1,603,000	
3. Soil and moisture conservation	205,000	205,000	205,000	
4. Park and recreation programs	2,957,000	3,089,000	3,051,000	38,000
5. Concessions management	534,000	552,000	552,000	
Committee reduction in travel allowance			−170,000	170,000
Total	29,862,000	33,215,000	32,228,000	987,000

[1] Includes pending pay act supplemental.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$156,000
12	Personnel benefits	11,700
21	Travel and transportation of persons	170,000
22	Transportation of things	2,300
23	Rent, communications, and utilities	6,500
24	Printing and reproduction	3,300
25	Other services	601,600
	Services of other agencies	16,500
26	Supplies and materials	11,600
31	Equipment	7,500
	Total	987,000

1. *Management of park and other areas.*—The restoration of $779,000 requested under this activity is for the following:

New park areas	$133,000
Park areas activated since beginning of Mission 66 now partially financed	72,000
To operate newly constructed facilities and to meet increased visitor use requirements in pre-Mission 66 areas	390,000
Commencement of a program for surveying and monumenting park boundaries	50,000
To provide safety staffs in 5 of the regional offices and to strengthen the safety staff in the Washington office	34,000
Motion picture and audiovisual production program	50,000
Natural sciences studies	50,000
Total	779,000

New park areas

House action in reducing the request for new park areas from $633,000 to $500,000 will make necessary deferring the activation of some of the areas and the commencement of operations in some of them at less than adequate levels. Of the 11 new areas for which funds are requested in the budget, 5 have already been activated on a limited basis by transferring funds and personnel from other park areas. Funds to commence the acquisition of lands for three of them, which is a prerequisite to their activation, are included in the House bill and in a 1965 fiscal year supplemental estimate now pending in the Congress. Accordingly, it is expected that all of the new areas will be in operation early in the 1966 fiscal year, and it is requested that the full amount of the House reduction be restored to facilitate their activation.

New park areas activated since beginning of Mission 66 now partially financed

There are 25 pew park areas that have been activated since the beginning of Mission 66 in 1957 for which the budget requested an increase of $372,000 and for which the House allowed $300,000. These areas are currently provided with funds to meet minimum needs only. Requirements for new areas increase from year to year as progress is made in getting operations underway and in providing services and facilities to meet increased visitor needs. In-

creased staffing and supporting expense funds are needed. It is requested that the full amounts requested in the estimate be provided in order to bring management, protection, and interpretive program levels of the areas involved more nearly in line with those of comparable older areas and to meet the workload anticipated to obtain in the 1966 fiscal year.

To operate newly constructed facilities and to meet increased visitor use requirements in pre-Mission 66 areas

The increase of $1,690,000 requested in the estimate for operating newly constructed Mission 66 facilities and for requirements generated by increased visitor use and general park program expansion in pre-Mission 66 areas is needed to meet visitor needs and the related minimum requirements for management, protection, and interpretation of the park areas. The portion of the total request allowed by the House ($1,300,000) will go a long way in meeting these needs, but will not permit full operation of new visitor centers, campgrounds, entrance stations, campfire circles, etc., and will not provide fully for meeting the increase in visitor use workload. These are requirements that must be met if the Service is to fulfill its responsibility for providing visitor services and for protection of park features and facilities. Increased staffing and supporting expense funds are required. The amount of $390,000 disallowed by the House should be restored in order that the present standard of operation can be maintained.

Commencement of a program for surveying and monumenting park boundaries

The amount of $100,000 was requested in the estimate for commencement of a program for surveying and monumenting park boundaries. This was reduced to $50,000 by House action on the bill. While the reduced amount will provide for the initiation of the program on a limited basis, the commencement of a continuing program at a higher level is long overdue. Many problems arise in the management, protection, maintenance, and development of the parks, when the boundaries are not properly defined. Boundary lines have not been properly established or suitably monumented so as to enable ready identification in more than 100 parks. The responsibilities imposed by laws and regulations with regard to hunting, fishing, timber cutting, and other forms of trespass have, under the circumstances, become increasingly difficult to meet, particularly under present-day conditions with the tremendous increase in population and travel. Numerous inholdings or private lands in many of the parks add to the complexity of the situation. It is requested that the House reduction be restored to allow for the commencement of the program at a level that will more nearly meet the immediate needs in this long-range undertaking.

To provide safety staffs in five of the regional offices and to strengthen the safety staff in the Washington office

Of the $111,000 increase requested in the estimate, the House allowed $77,000, a decrease of $34,000. The full amount of the estimate is needed for the employment of full-time safety staffs in the regional offices to provide for safety programs in behalf of the park visitors as well as park employees. With park visitation expected to reach 117.5 million in 1966, a large percentage of which will be comprised of persons inexperienced in outdoor activities, there is a serious accident potential. Park employment is expected to exceed 11,000 permanent and seasonal employees in 1966. Park concessioner employees are expected to exceed 10,000 and employment on construction and maintenance contracts in the parks will probably exceed 5,000.

It is respectfully requested that the House reduction be restored so the Service will be in a position to employ the needed safety staffs at the beginning of the 1966 fiscal year when the peak visitor use and employment in the parks occurs.

Motion picture and audiovisual production program

The House allowed only $50,000 of the $100,000 requested for the motion picture and audiovisual production program. The National Park Service has traditionally stressed personal services of uniformed park employees as the primary method for providing park visitors with information and interpretation. In recent years, however, park visitation has increased to the point where park staffs can provide only a fraction of needed information services. In view of this, and in an effort to provide needed information and interpretation for park visitors, the Service has turned increasingly to the use of automatic, visitor-activated audiovisual devices which present recorded messages and projected

pictures. Virtually all of these programs are message repeaters, or slide programs synchronized with sound. At the present time there are over 175 audio stations and 140 slide and audio programs being used in the system. The demands imposed upon Service interpretive facilities steadily increase with the rise in visitor use.

The Service recognizes inherent shortcomings of slide programs, in some situations, to convey information to an American public increasingly appreciative of the use of films. And for some programs, dealing with the great places of history and beauty, slide programs do not possess the capability to inspire and to stimulate possessed by superior films. For this reason the budget recommendation carries an increase of $100,000 in order that motion pictures might assume an increased portion of the rising interpretive demands upon the Service.

The program calls for the production of four interpretive motion pictures dealing with specific groups of areas within the national park system. A film, for example, dealing with a seashore recreation area, would have widespread use within the system and $66,000 is required for these four films.

Additionally, a film offers an effective and economical way to provide necessary training of seasonal personnel. These employees require thorough training for they bear a major portion of the responsibility for meeting and serving visitors during the travel season. A training film, estimated to cost $10,000, is required. To broadly explain the overall relationship of man to his natural environment, as exemplified within the national parks, a conservation education film is planned, at an estimated cost of $18,000. A fund of $6,000 is needed to help overcome, through experiment, the technical difficulties encountered in the use of specialized "push button" equipment, used over and over, day after day, in difficult climatic locations far removed from skilled maintenance sources.

Accordingly, it is requested that the House reduction be restored so that funds will be available to carry out a realistic program.

Natural science studies

House action eliminated the total increase ($50,000) requested for natural science studies. Without adequate research, the wildlife and ranges, fish resources, Sequoia groves and other unique species, and the whole assemblage of plant and animals in some parks, falls deeper into jeopardy for lack of scientific data to back up restorative and protective management.

The natural elements of a national park work together in a manner more complex than any machine yet designed by man. For awhile, they can be maintained passively, with no scientific knowledge about them. But, unless they come under the eye and hand of a specialist, they burn themselves out before one is aware that anything is the matter. The grace period has long since passed, and the maintenance and preservation of park resources falls further and further behind.

The danger and the need, pointed out by the National Academy of Sciences, and by other scientists and conservationists, was recognized by Congress a year ago in allowing a $100,000 increase for this activity. Accordingly, the Service regrouped so as to focus sharply upon natural science studies and to lay the foundation for a future program commensurate with this critical need. The problems of resource management intensify yearly, and with them the need for scientific appraisal and study. Yet the Service falls farther behind in its capacity to meet them. The consequence is inevitable—America will lose much of the charm, the natural character, and the educational values for which these areas were set aside and are to be enjoyed.

Accordingly, restoration of the $50,000 reduction made by the House is urgently requested.

4. *Park and recreation programs.*—The restoration of $38,000 requested under this activity is for the land-use program, for which the House allowed an increase of $100,000.

The amount allowed by the House does not provide sufficient funds to finance the employment, on a full-year basis, of the 10 additional positions needed in the regional offices, to meet their responsibilities for furnishing technical assistance, guidance, and leadership in the land-use program and appraisal work. The Service has been faced with a longstanding problem of obtaining realistic land acquisition estimates which are necessary to enable adequate review by the executive and legislative branches of the Government, and to provide for better

internal management of the program. For example, there is a backlog of appraisal work incident to the identification, evaluation, etc., of the more than 650,000 acres of in-holdings that will remain in the parks after the 1966 fiscal year. This workload coupled with the land appraisal workload incident to the studies of proposed areas which will receive, or are now receiving, consideration by the Congress makes it essential that all of the positions in question be authorized and filled at the earliest opportunity.

Restoration of the $38,000 disallowed by the House is respectfully requested to provide for the employment of the regional office staffs needed for the foregoing purposes, on a full-year, full-time basis.

REDUCTION IN TRAVEL ALLOWANCE

The $170,000 reduction in the amount scheduled for travel would have the effect of reducing the amounts currently available for travel incident to carrying out various recurring functions. In reducing the amount allowed for travel to the amount approved for 1965 the House made no provision for travel incident to functions for which increases were otherwise approved by it. The following statement shows various items for which increases were requested in the budget, the increase approved by the House committee in each case, and the amount of the increase that was scheduled for travel expenses:

	Increase requested	Increase allowed	Amount in increase for travel requested
New park areas	$633,000	$500,000	$30,000
Park areas activated since beginning of Mission 66 now partially financed	372,000	300,000	15,000
To operate newly constructed facilities and to meet requirements generated by increased visitor use and general park program expansion in pre-Mission 66 areas	1,690,000	1,300,000	80,000
Commercial power and telephone service connection charges	75,000	75,000	3,000
To provide safety staffs in 5 of the regional offices and to strengthen the safety staff in the Washington office	111,000	77,000	6,000
Natural sciences studies	50,000		3,000
To initiate a park operations study program	50,000	50,000	3,000
Production of additional park informational publications	70,000	70,000	2,000
To provide for more adequate fire protection service	90,000	90,000	8,000
To develop a comprehensive plan for the protection, preservation, and interpretation of continental glaciation in Wisconsin for the ice age scientific reserve	50,000	50,000	3,000
Participation in the coordinated interdepartmental comprehensive river basin planning studies	54,000	54,000	6,000
To meet increased requirements for the following programs:			
Land use	138,000	100,000	9,000
Concessions management	18,000	18,000	2,000
Total	3,401,000	2,684,000	170,000

As stated above, the $170,000 reduction will make it necessary to reduce in 1966 the amount of travel that is now being performed in accomplishing existing important functions in order to carry out the functions for which the increases have been allowed by the House committee for the 1966 fiscal year. For example, it will not be possible to activate and operate the new areas for which the House has approved an increase of $500,000 without incurring travel expenses. Likewise, the safety employees for which the House approved an increase of $77,000 will be ineffective unless they are able to travel to the park areas to implement, direct, and review safety programs. The work to be done by the land appraisers under the item for which the House committee allowed an increase of $100,000 cannot be accomplished unless the new employees are able to travel. Under the provision of the House committee report, such necessary travel can be performed only at the expense of the deferring or foregoing other important travel for which provision is now made in the appropriation base. If the House action in reducing the travel allowance to the level obtaining in 1965 is sustained it will not be possible for the Service to discharge its responsibilities in the most effective, efficient, and economical manner in 1966.

NATIONAL PARK SERVICE

CONSTRUCTION

(House hearings, pt. 1, pp. 1030–1057)

(Senate hearings, p. 415)

Appropriation, 1965	$42,406,600
Estimate	26,327,000
House allowance	26,077,000
Restoration requested	250,000

(P. 11, line 6)

Amendment requested:

Page 11, line 6, strike out "$26,077,000" and insert in lieu thereof "$26,327,000", the estimate, or an increase of $250,000 in the appropriation.

HOUSE REPORT

"The net decrease of $16,329,600 consists primarily of $13,233,000 for the acquisition of land now funded under the Land and Water Conservation Fund.

"The amount provided by activity consists of the following:

Camping and picnicking facilities	$2,895,000
Public service and administrative units	11,035,000
Utilities	6,657,000
Employee housing	2,300,000
Miscellaneous	2,791,000
Acquisition of water rights	500,000
Roads and trails	400,000
Travel reduction	−10,000
Unobligated balance from 1965	−491,000
Total, 1966	26,077,000

"The Committee has recommended a reduction of $806,000 in the requested increase of $3,106,000 for employee housing and recommends a similar increase of $806,000 above the $2,089,000 budgeted for camping and picnicking facilities. The Committee has indicated on several occasions that the National Park Service should not follow a policy of budgeting more funds for employee housing than it does for camping and picnicking facilities. The purpose of these parks is for the recreation of the public and it is the opinion of the Committee that primary attention should be given to facilities for this purpose.

"Of the additional $806,000 to be transferred to camping and picnic facilities as described above, the Committee recommends that $275,000 be designated for additional camping and picnicking facilities at the Matthews Arm Camping Site in the Shenandoah National Park, Virginia.

"Also deleted from the budget request is $149,000 for various work and utilities schedule for Fort Washington. The Committee is informed that the Smithsonian Institution has developed a plan to utilize this tract of land for the development of an Armed Services Museum. This proposition, which would eliminate the need to acquire additional costly land in the area, has considerable merit, in the opinion of the Committee. Therefore, until this issue has been settled, it is the Committee's opinion that no further funds should be expended at this location.

"The Committee has approved the National Park Service's requested revision of the 1966 budget estimate to delete the cruise boat which had been requested for Glacier Bay National Monument ($241,000), and use the funds for additional visitor cabins at the new lodge.

"The Committee directs that a current study be conducted and a report made to the Committee on the sand dune stabilization program at Cape Hatteras National Seashore. As the planned program is estimated to cost over $7,000,000, the Committee believes it essential that the present approach be carefully studied, in collaboration with the Corps of Engineers, to assure that the methods being employed are sound from an engineering standpoint and are likely to withstand future storms in the area."

JUSTIFICATION

The amendment restores the reduction of $250,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1965	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Buildings, utilities, and other facilities	$28,327,700	$25,827,000	$25,587,000	$240,000
2. Acquisition of—				
(a) Lands	13,233,000			
(b) Water rights	480,000	500,000	500,000	
3. Roads and trails	365,900			
Committee reduction in travel allowance			−10,000	10,000
Total	42,406,600	26,327,000	26,077,000	250,000

A breakdown of the restoration request by objects of expenditure follows:

21	Travel and transportation of persons	$10,000
32	Lands and structures	240,000
	Total	250,000

Action of the House would effect the transfer of $806,000 between two categories of construction and a net reduction of $250,000 in the proposed appropriation. The reduction was specific in two instances involving a total of $159,000, and the remaining $91,000 was not identified with any particular project or category of construction. House action is recapitulated for purposes of discussion, as follows:

Purpose	*Net amount of decrease*
Increase of $806,000 for "camping and picnicking facilities" offset by a reduction in like amount for "employee housing"	
Reduction in "public service and administrative units" category (Fort Washington, Md.; stabilization of Fort structure and construction of maintenance unit)	$149,000
Reduction in travel expenses	10,000
General reduction (resulting from difference in estimated unobligated balances as of June 30, 1965 ($400,000) and as of June 30, 1966 ($491,000); net reduction	91,000
Total net reduction	250,000

Camping and picnicking facilities

The Service does not object to House action which shifts $806,000 from the amount proposed by the budget estimate for employee housing to the construction of camping and picnicking facilities. This concurrence does not infer that the need for employee housing is not urgent. The proposed housing program envisaged by the Mission 66 program is far behind schedule, while that for campground and picnicking facilities will have been accelerated by about 40 percent by the end of the estimate year.

Fort Washington, Md.

Deferment of continuing developments at Fort Washington is proposed by the House pending settlement of proposals of the Smithsonian Institution to use portions of the lands in this area to develop an Armed Services museum. This proposal has been presented to both the Secretary of the Interior and the Director of the National Park Service. Initial stages of the Smithsonian plan do not include the whole area. However, the ultimate plan would probably require all of the area. The Department does not concur in the Smithsonian's plans to utilize this park for an Armed Forces museum. An alternate site involving existing park land at Fort Foote, some additional acquisition for the George Washington Memorial Parkway, and some limited acquisition by the Smithsonian Institution has been proposed. Authority exists in both the De-

partment of the Interior and Smithsonian Institution for the needed additional acquisitions in the vicinity of Fort Foote.

Mount Vernon Estate, one of the country's best known and loved shrines, lies across the river from Fort Washington. The act of Congress approved October 4, 1961 (Public Law 87–362) was designed to provide an unspoiled view of the Maryland shore of the Potomac from Mount Vernon, and for other purposes. The act authorized acquisition of 1,162 acres of lands to become Piscataway Park. Developments in the Fort Washington vicinity must be undertaken with extreme care to obviate the possibility of intruding upon the natural and historic scene. Fort Washington provides an important and interesting center of interest as viewed from the George Washington Memorial Parkway as the visitor drives along this historic roadway from Washington to Mount Vernon.

The act of May 29, 1930 (46 Stat. 482) authorized the acquisition and development of the George Washington Memorial Parkway, to extend from Fort Washington to a point above Great Falls in Maryland, (except through the District of Columbia) and from Mount Vernon to a point above Great Falls in Virginia, (except through the city of Alexandria). Section 3 of that act directed that Fort Washington, Md., become a part of the George Washington Memorial Parkway when it was no longer deemed necessary for military purposes.

The fort occupies a 341-acre reservation on the shores of the Potomac River about 8 miles below Washington, D.C., across from Mount Vernon Estate. The original fort in this location was completed in 1809, and was destroyed and abandoned by the United States in 1814 after the British successfully attacked Washington. Reconstruction was started a few days later by Pierre Charles L'Enfant, and was completed in 1824. The masonry structure has had little alteration since that time. It serves as an excellent original example of coastal fortifications built during the early years of our national life. It is on the site selected by George Washington for the first Potomac River defense of the Nation's Capital, and the present fortification was begun only 14 years after the moving of the Federal Government to the District of Columbia. The 341-acre park provides open space urgently needed in the Washington metropolitan area and contributes, we believe, to the President's objectives for preserving the Potomac River shoreline. Moreover, in his recent message on natural beauty, the President stated that completion of the George Washington Memorial Parkway was one of the objectives to be accomplished in the vicinity of the Nation's Capital.

During administration of the fort by the National Park Service from 1946 to date, it has become the objective of thousands of tourists and recreation seekers annually. It is one of the most popular and heavily used picnicking sites in the metropolitan area. During 1964, more than 42,500 visitors in organized groups were recorded. This is in addition to the uncounted thousands of family groups and individuals who used the picnic sites or who came to view the historic fort. More than $1 million has been expended in demolition of old nonhistoric structures and cleanup of grounds; development of picknicking and other recreation facilities; parking areas, circulatory roads and trails; rehabilitation of fort structures, etc. More than $1 million is planned for further developing this heavily used area for future recreational use.

It is recommended that $149,000 be restored to the bill to permit continuation of stabilizing fort structures in the interests of public safety and preservation; and to provide for a maintenance facility to replace a structure destroyed by fire on March 27, 1964. Maintenance and operation of physical facilities and other developments in the park should be continued if the thousands of annual visitors are to be served properly.

Travel expenses

The full amount scheduled in the budget for employee travel will be required in the execution of the construction and water rights acquisition program. It is recommended, therefore, that the $10,000 House reduction be restored.

General reduction, $91,000

The House effected a net reduction of $91,000 to be applied generally to the entire appropriation. This reduction was apparently premised upon the assumption that $400,000 in balances of 1965 fiscal year funds would be available in 1966, and that an unobligated balance of $491,000 would exist as of June 30, 1966, or at the end of the appropriation year. These are reasonable assumptions, as there are invariably projects for which unsatisfactory bids are received, or which are necessarily deferred because of other reasons, such as, lack of land

titles, weather, etc. However, this will occur despite the level of the appropriation for any year. In view of the growing need for park developments, it is believed that the appropriation level should likewise be increased. About 10 years ago the Service administered 181 established or authorized areas; since then, there have been authorized or activated 37 additional areas, for a total of 218; these include such large and nationally significant areas as the Cape Cod, Point Reyes, Fire Island, and Padre Island National Seashores, Canyonlands National Park, etc. The millions of dollars required to prepare these areas for public use should be made available at the earliest date. Although $91,000 obviously will not go far toward this overall objective, it could conceivably meet a most urgent public need for a water or sewer system, or comfort stations, in some area of concentrated public use. It is urged that the funds be restored to the budget estimate.

NATIONAL PARK SERVICE

CONSTRUCTION (LIQUIDATION OF CONTRACT AUTHORIZATION)

(House hearings, pt. 1, pp. 1058–1072)

(Senate hearings, p. 439)

Appropriation, 1965	$29,000,000
Estimate	34,000,000
House allowance	33,000,000
Restoration requested	1,000,000

(P. 11, line 12)

Amendment requested:

Page 11, line 12, strike out "$33,000,000" and insert in lieu thereof "$34,000,000", the estimate, or an increase of $1,000,000 in the appropriation.

HOUSE REPORT

"This appropriation provides for liquidation of obligations incurred for the construction of parkways and roads and trails by the National Park Service under the contract authority provided in the Federal-Aid Highway Act. The reduction of $1,000,000 imposed in the budget request is based on anticipated slippage in the construction program. As of January 31, 1965, there was an unobligated balance of $30.1 million out of the $44.7 million available for the current year."

JUSTIFICATION

The amendment restores the reduction of $1 million made by the House in the budget estimate for this appropriation. This amount is distributed by activities as follows:

	Appropriation, 1965	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Parkways	$11,500,000	$9,000,000	$8,000,000	$1,000,000
2. Roads and trails	17,500,000	25,000,000	25,000,000	----------
Total	29,000,000	34,000,000	33,000,000	1,000,000

The Service's appropriation request of $34 million in new cash, the full amount of the estimate, is based on a projection that the cash available in the 1965 fiscal year, totaling $35,021,455, will be expended by the beginning of the 1966 fiscal year. Actually, only $9,900,872 (or 28.3 percent) of the $35,021,455 availability remained unexpended as of February 28. Comparison of this unexpended balance with the total of $25,525,558 in unliquidated obligations, which represents work in progress, reveals that over $15 million of the current outstanding contractual obligations are not yet funded. The rate of expenditure projected for the reminder of the 1965 fiscal year to meet progress payments against existing and anticipated additional obligations will completely exhaust the balance of

cash now available. In fact, there are indications that it may even become necessary to either slow down some of the contractual work now underway or to defer commencement of some major contracts this spring to hold expenditures to the amount available. A realistic appraisal of the progress of the Service's parkway and roads and trails construction programs, including projects contemplated for commencement in the 1966 fiscal year, now reveals that the estimate of $34 million in new cash may have been an overly conservative figure. Accordingly, it is respectfully requested that the full amount of the House reduction be restored.

NATIONAL PARK SERVICE

General Administrative Expenses

(House hearings, p. 1, pp. 1072–1080)

(Senate hearings, p. 448)

Appropriation, 1965	$2,422,000
Estimate	2,516,000
House allowance	2,450,000
Restoration requested	66,000

(P. 11, line 24)

Amendment requested:

Page 11, line 24, strike out "$2,450,000" and insert in lieu thereof, "$2,516,000", the estimate, or an increase of $66,000 in the appropriation.

HOUSE REPORT

"The net increase allowed includes $43,000 to strengthen management analysis and statistical functions in the Washington office and a reduction of $15,000 in the travel request.

"The Committee recommends that the $51,000 increase to provide additional general expense funds for various organizational units in the Washington office and the regional offices not be approved."

JUSTIFICATION

The amendment restores the following reductions made by the House in the budget estimate for this appropriation:

Activity	Appropriation 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Departmental expenses	$1,468,000	$1,532,000	$1,511,000	$21,000
2. Regional office expenses	954,000	984,000	954,000	30,000
Committee reduction in travel allowance			−15,000	15,000
Total	2,422,000	2,516,000	2,450,000	66,000

[1] Includes pending pay act supplemental.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$6,500
12	Personnel benefits	500
21	Travel and transportation of persons	27,000
22	Transportation of things	1,000
23	Rent, communications, and utilities	8,000
25	Other services	19,000
26	Supplies and materials	2,000
31	Equipment	2,000
	Total	66,000

1. Departmental expenses and 2. Regional office expenses.—While the House report indicates that an increase of $43,000 was provided to strengthen management analysis and statistical functions in the Washington office, a net increase of only $28,000 was actually provided in view of the specific reduction of $15,000 in the amount budgeted for travel and the disallowance of the full increase, totaling $51,000, requested for general expenses. Actually the House action reduced the amount requested for travel by $27,000 inasmuch as $12,000 of the $51,000 increase requested for general expenses was for travel.

Restoration of the $66,000 is for the following purposes:

General expense funds:	
Washington office	$21,000
Regional offices	30,000
Reduction in travel allowance	15,000
Total	66,000

General expense funds in the Washington and regional offices

The House action eliminated the entire increase of $51,000 requested for general expenses (which, as stated in the foregoing, included $12,000 for travel purposes) in the Washington and regional offices. The need for this additional amount is explained as follows:

Periodic within grade promotions; increases in per diem and mileage rates; increases in costs of supplies, material, administrative printing, and equipment; and position reallocations brought about by increased responsibilities incident to the expanded programs, have progressively reduced from year to year the amount available under this appropriation for general expenses. The situation forces the charging of some travel and other costs to program funds that properly are for financing as general administrative expenses. With the expanded operations, personnel turnover has increased substantially with the result that the number of Washington and regional office vacancies filled by transfer of field employees has risen thereby increasing travel and transportation costs.

To provide the minimum of general expense funds necessary for carrying out the service's responsibilities, it is respectfully requested that the reductions made by the House be restored.

Reduction in travel allowance

As indicated in the foregoing, the House reduction of $15,000 for travel costs coupled with the disallowance of the $51,000 increase requested for general expenses in the Washington and regional offices, of which $12,000 was for travel, actually brings about a total reduction of $27,000 in the amount scheduled in the budget for travel under this appropriation item. This would reduce the amount available for travel under this appropriation item in fiscal 1966 by $12,000 below the amount available for the current fiscal year. The amount available for 1965 will not permit adequate travel by Washington and regional office officials to fully discharge their responsibilities for review of field operations, to provide for adequate communication between the Washington and regional offices, and to otherwise represent the service in all situations in which it should be represented. As indicated in the foregoing, of the $15,000 increase requested for travel in 1966, $3,000 was requested and is needed for travel of the four new management analysis positions allowed by the House. The remaining $12,000 was requested and is needed to provide a small increase for travel of existing staffs in each of the regional offices and the Washington office, for which the amounts presently available are inadequate. If the House action is sustained, not only will it be necessary to curtail travel below the level obtaining in fiscal 1965, but also to provide for a minimum amount of travel of the four new management analysis positions within the reduced allowance. It is respectfully requested that the total amount of $130,000 requested in the budget (p. NP–161 of the justifications) for travel under this appropriation item be provided.

NATIONAL PARK SERVICE

ADMINISTRATIVE PROVISIONS

(House hearings, pt. 1, pp. 1078–1079)

(Senate hearings, p. 453)

(P. 12, lines 3 and 4)

Amendment requested:

Page 12, lines 3 and 4, strike out the following:

"ninety-four passenger motor vehicles for replacement only," and insert in lieu thereof the following: "one hundred and twenty-nine passenger motor vehicles of which ninety-four shall be for replacement only,".

HOUSE REPORT

The House report made no statement concerning this item.

JUSTIFICATION

House action on the bill eliminated the 35 additional vehicles proposed in the budget.

The increases proposed in the budget are for the following purposes:

U.S. Park Police	2
New park areas	21
Mission 66 areas	3
Pre-Mission 66 areas	9
Total	35

Lack of authorization for acquisition of the additional passenger motor vehicles will preclude the provision of (1) 2 additional police patrol vehicles for the 8 new U.S. Park Police positions included in the funds allowed; (2) 21 additional vehicles needed incident to establishment and operation in the 1966 fiscal year of 9 new park areas authorized in the 2d session of the 88th Congress and 2 new areas to be operated under cooperative agreements; (3) 3 additional vehicles needed to facilitate the work of the additional employees that are being provided for areas activated since the beginning of Mission 66; and (4) 9 additional vehicles needed to provide adequate patrol and general transportation in the pre-Mission 66 areas to facilitate the variety of work performed by existing ranger, naturalist, historian, and administrative personnel. The additional vehicles will make possible better utilization of manpower through improved mobility.

BUREAU OF OUTDOOR RECREATION

LAND AND WATER CONSERVATION

(House hearings, pt. 1, pp. 1469–1572)

(Senate hearings, p. 277)

Appropriation 1965	
Estimate	$125,000,000
House allowance	125,000,000
Restoration requested	

(P. 12, lines 15, 23, 24, 25; p. 13, lines 1, 2, 6)

Amendments requested:

(1) Page 12, line 15, strike out "$1,400,000" and insert in lieu thereof "$1,440,000", the estimate, or an increase of $40,000 in this item.

(2) Page 12, line 23, strike out "$90,000,000" and insert in lieu thereof "$74,136,000", the estimate, or a decrease of $15,864,000 in this item.

(3) Page 12, line 24, strike out "to be matched by the indiivdual States with an equal amount".

(4) Page 12, line 25, strike out "$21,600,000" and insert in lieu thereof "$26,031,000", the estimate, or an increase of $4,431,000 in this item.

(5) Page 13, line 1, strike out "and". Also, strike out "$12,000,000" and insert in lieu thereof "$20,279,000", the estimate, or an increase of $8,279,000 in this item.

(6) Page 13, line 2, insert after "Service", the following: "; and (4) not to exceed $3,114,000 shall be available to the Bureau of Sports Fisheries and Wildlife".

(7) Page 13, line 6, strike out "(3)" and insert in lieu thereof "(4)".

HOUSE REPORT

"The Committee recommends approval of the budget request of $125,000,000 with certain exceptions as follows:

Activity	Budget estimate	Committee bill, 1966	Change
1. Assistance to States	$74,136,000	$90,000,000	+$15,864,000
2. Federal land acquisition program:			
National Park Service: Requirements for recently authorized areas:			
Cape Cod National Seashore, Massachusetts	4,450,000	4,450,000	----------
Fire Island National Seashore, New York	4,000,000	4,000,000	----------
Ozark National Scenic Riverways, Missouri	4,000,000	4,000,000	----------
Allegheny Portage Railroad National Historic Site and Johnstown Flood National Memorial Park, Pa	320,000	320,000	----------
Fort Larned National Historic Site, Kansas	329,000	329,000	----------
Minute Man National Historical Park, Massachusetts	500,000	500,000	----------
Subtotal, new areas	13,599,000	13,599,000	----------
George Washington Memorial Parkway (Maryland) Gold mine tract	2,000,000	2,000,000	----------
Inholdings in 42 park areas	10,432,000	6,412,900	−4,019,100
Anticipated slippage	----------	−411,900	−411,900
Total, Park Service	26,031,000	21,600,000	−4,431,000
Forest Service:			
Wilderness areas	857,750	322,000	−535,750
Primitive areas	994,600	994,600	----------
Other recreation areas	18,426,650	11,177,250	−7,249,400
Anticipated slippage	----------	−493,850	−493,850
Total, Forest Service	20,279,000	12,000,000	−8,279,000
Bureau of Sport Fisheries and Wildlife: Endangered species:			
Whooping crane	1,100,000	----------	−1,100,000
Florida Sandhill crane	1,000,000	----------	−1,000,000
New Mexico duck	864,000	----------	−864,000
Hawaiian species	150,000	----------	−150,000
Total, Bureau of Sport Fisheries	3,114,000	----------	−3,114,000
Total, Federal program	49,424,000	33,600,000	−15,824,000
Administrative expenses	1,440,000	1,400,000	−40,000
Total 1966	125,000,000	125,000,000	----------

"State matching

"The committee has included language in the bill providing that the grants to the States be made on a 50–50 matching basis, rather than the 60-percent State and 40-percent Federal formula contained in the budget. The committee feels that it was the intent of Public Law 88–578 that the receipts from the land and water conservation fund should be appropriated so as to provide an amount equal to the State portion.

"National Park Service

"The reduction of $4,431,000 in the Federal land acquisition program of the National Park Service consists of the following:

1. Everglades National Park, Fla	—$1,125,500
2. Virgin Islands National Park	—1,000,000
3. Inholdings involving major improvements	—1,893,600
4. Anticipated slippage	—411,900
Total	—4,431,000

"The committee is not convinced that the proposed acquisition of land in the Everglades National Park, Fla., and the Virgin Islands National Park has received sufficient consideration. The Government already has extensive holdings in these areas and the necessity for the acquisition of additional acreage in these parks has not been adequately justified. The committee recommends that the acquisition of these acreages be deferred for further study until the agency and the Bureau of Outdoor Recreation have adequate opportunity to analyze their overall plans and consider these acquisitions in the proper perspective.

"An additional reduction of $1,893,600 represents deletions recommended by the committee in the various inholdings that the National Park Service proposes to acquire in 42 park areas. These are various holdings on which improvements exist in amounts in excess of $50,000 and involve such structures as dude ranches, motels, summer homes, etc. The committee feels that purchase of such holdings where improvements exist should be delayed until the National Park Service can make adequate investigation of such items in order to determine properly the necessity for such acquisitions.

"With reference to acreage where the acquisition cost per acre is unusually high, it is the strong feeling of the committee that the National Park Service should avoid acquisition except where essential to provide for planned recreation facilities. Where acquisition is deemed essential, greater use of condemnation proceedings should be resorted to in order to assure fair and equitable prices.

"Forest Service

"The recommended reduction of $8,279,000 in the land acquisition program of the Forest Service consists of $6,099,400 requested for 18,352 acres in the Sylvania tract in Michigan, and $1,685,750 for properties included in the Forest Service inholding acquisition list which involve major improvements similar to those described above for the National Park Service; and $493,850 due to anticipated slippage.

"The acquisition of the Sylvania tract in northern Michigan is without a doubt a major land acquisition, and it is not evident to the committee that this transaction has received proper consideration. Acquisition of this property would involve eventual development costs of about $10.6 million which would bring the total funding involved to approximately $16 million. The committee feels that a transaction of this immensity, and in an area where there are already extensive Federal holdings, merits full consideration and a determination beyond any doubt that such acquisition is necessary and in the best interest of the Government.

"Bureau of Sport Fisheries and Wildlife

"The committee has recommended deletion of the $3,114,000 requested by the Bureau of Sport Fisheries and Wildlife for the acquisition of 19,000 acres for wildlife habitat refuges for various endangered species of birds pending a review of the total proposed program and a determination of the essential need for the Federal Government to acquire additional holdings to this extent for this purpose.

"For example, it is not evident to the committee why an additional 5,000 acres should be acquired at a cost of $1,100,000 to provide nesting and breeding habitat for about 32 whooping cranes when the Federal Government already owns 47,000 acres at that location for this purpose.

"It is also the very strong feeling of this committee that this entire program needs to be reviewed with regard to adequacy of current legislative authority. The legislative authority on which this request is based is of a general nature that was enacted several years ago. This committee questions whether the legislative authority enacted previously contemplated proceedings on this large scale. It would greatly clarify congressional intent if current legislation were obtained in this connection.

"LAND AND WATER CONSERVATION FUND POLICY

"Based on its review of the initial requests under this new fund for extensive Federal land acquisitions, the committee believes that there is an urgent need to develop a long-range Federal land acquisition program that identifies, insofar as possible, areas that are expected to be acquired from appropriations from the land and water conservation fund. The long-range program, which should be developed by the Bureau of Outdoor Recreation, should give emphasis to land acquisitions in those areas of the Nation where outdoor recreation needs are greatest and should be coordinated with State and local government and private acquisition and development plans, insofar as possible.

"The committee feels very strongly that adequate review by an impartial group should be given to proposed acquisitions of land and water areas by the Federal agencies from the land and water conservation fund. For this reason, the Bureau of Outdoor Recreation is directed to review and evaluate by field examination or otherwise, and by the application of carefully considered criteria the land acquisition requests of all the Federal agencies and be prepared to present annually to the committee a detailed analysis of the Federal programs of acquisition. The first review should give special emphasis to programs for fiscal years 1967 and 1968.

"Proposed acquisitions by the Forest Service are reviewed by the National Forest Reservation Commission, and those by the Bureau of Sport Fisheries and Wildlife by the Migratory Bird Conservation Commission. As there is no comparable group in existence to review proposed acquisitions by the National Park Service, the committee directs the Bureau of Outdoor Recreation to give special attention to these acquisitions.

"The committee recognized that because of the numerous properties involved, the lack of purchase options, the availability of tracts not contemplated at the beginning of the year, and the difficulties of determining firm cost estimates, some adjustments in the approved annual acquisition programs will be necessary. Accordingly, the committee expects that acquiring agencies, when confronted with cost increases amounting to more than 10 percent or the need to substitute a high-priority tract not originally budgeted for a tract of lower priority, will submit proposed reprograming actions to the Bureau of Outdoor Recreation for consideration. If such actions appear justified to that Bureau, it may approve changes resulting from cost increases up to 15 percent and may approve the substitution of new acquisitions in amounts not to exceed $100,000 per unit. Any proposed reprograming that exceeds those limits must be submitted to the committee for advance approval. The Bureau shall submit quarterly to the committee a complete list of reprogramings with an explanation of the need for such action."

JUSTIFICATION

Explanation of amendments (1), (2), (4), (5), and (6).—These amendments restore all of the changes made by the House in the limitation amounts for both the State assistance program and the Federal programs. These amounts are distributed to activities as follows:

Activity	Appropriation, 1965	Budget estimate, 1966	House allowance, 1966	Restoration requested
(a) Assistance to States		$74,136,000	$90,000,000	−$15,864,000
(b) Federal programs		49,424,000	33,600,000	15,824,000
(c) Administrative expenses		1,440,000	1,400,000	40,000
Total		125,000,000	125,000,000	

A breakdown of the restoration request by objects of expenditure follows:

11.0	Personnel compensation	112,000
12.0	Personnel benefits	11,000
21.0	Travel and transportation of persons	25,000
22.0	Transportation of things	2,000
23.0	Rent, communications, and utilities	8,000
24.0	Printing and reproduction	22,000
25.1	Other services	37,000
25.2	Services of other agencies	10,000
26.0	Supplies and materials	10,000
31.0	Equipment	15,000
32.0	Lands and structures	15,607,000
41.0	Grants, subsidies, and contributions	—15,859,000
	Total	

Amendment (1).—The House report made no comment concerning the reduction of $40,000 in the amount available to the Bureau of Outdoor Recreation for coordination and administration of this program. However, the report did state that the committee felt very strongly that the Bureau of Outdoor Recreation should give additional emphasis to its functions in the coordination and administration of this program, particularly with reference to the proposed land acquisitions by Federal agencies in future budget requests and also in carrying out the Federal programs for which these appropriations are being made.

The estimate provides for staffing to administer this program, which, of course, requires in addition to the normal expenses, the initial outlays for office furniture and equipment, as well as for office space. Excluding the expenses directly related to the proposed staff's requirements, and excluding the cost of printing, distribution, and sale of the automobile sticker, there is $22,000 remaining for other services to support the Bureau's functions.

Most States have demonstrated an eager desire to participate in this program, and some State plans have already been submitted for review and evaluation as to whether financial assistance can be granted under this program. This reaction from the States, together with the wide scope that the Federal programs will cover, will generate a considerable additional workload in this Bureau.

It will be necessary to evaluate all project proposals submitted by the States seeking financial assistance for planning, acquisition, and development of land and water areas. It will also be necessary to provide continuing review of those projects which are approved to assure that they are being carried out in accordance with the terms under which the financial assistance was granted.

In connection with the Federal programs, the Bureau will be required to review and evaluate all of the proposed land and water areas acquisitions; provide for the design, printing, and distribution of the automobile sticker; assure that the designated areas are posted as fee areas; and to issue or provide for the issuance of needed regulations, guidelines, and criteria, as necessary.

The budget estimate was developed in keeping with the economy program of the President and the amount for administrative expenses is considered minimal. It should also be noted that the request for administrative expenses is only 1.2 percent of the total program.

Amendment (2).—This amendment restores $15,864,000 for Federal purposes as initially requested and reduces payments to States by an equal amount. The budget estimates were developed to meet the most pressing Federal acquisition needs and the justifications which follow for amendments (4), (5), and (6) further explain these needs.

Amendment (4).—The amendment restores the reduction of $4,431,000 made by the House in the amount available to the National Park Service.

Everglades National Park, Fla. ($1,125,500)

The redefined boundaries of the Everglades National Park, Fla., as fixed by the act of July 2, 1958 (72 Stat. 280), authorized the appropriation of $2 million for land acquisition purposes. Failure to obtain any appropriations of funds, other than the $452,000 appropriated by the act of October 7, 1964 (78 Stat. 1028), has given rise to the following matters which become aggravated the longer there is delay in acquiring the approximately 100,000 acres of privately owned land within the park, whose boundaries embrace land and watered areas of approximately 1,400,000 acres.

Landowners have repeatedly criticized the Government for creating a cloud on their title because buyers are reluctant to purchase land which may be subject to acquisition or condemnation when funds are made available. In fact, one landowner filed suit against the United States on the theory that the Government was required to purchase his land because of the 1958 act, without further delay, but the suit was dismissed. In the hole-in-the-donut area of the park, where the act prescribes that the Secretary may not acquire land so long as it is used for agricultural purposes or is lying fallow in its natural state, one subdivision, known as Dreamland Estates, has been widely advertised, sales are being made on an installment basis, and some bulldozing has already taken place. With no funds to acquire the land—obviously being used for purposes outside this agricultural use restriction—no action could be taken to circumvent numerous sales with their inevitable increased cost, acreagewise, for the land. Land prices in Florida have been increasing rapidly, and this is reflected in the increased price that will have to be paid for land within the park when it is acquired. As time goes by, developments of hunting lodges, private boat slips, fishing shanties, and even residences will be introduced into this hitherto wild, primitive, and natural area. Each intrusion of this type amplifies an already extremely difficult law enforcement problem arising from alligator, bird, deer, and other animal poaching.

Presently poor access to most of the privately owned land is the case. This tends to hold the acreage price to a lower level than that prevailing outside of the park where better access may be available. Once owners expend funds to overcome access difficulties, land values will escalate and increasing private use of lands will have an adverse and detrimental effect upon the substantial holdings in Federal ownership. This park is the only subtropical area in the United States, and it contains many fragile assets such as rare birds, shrimp beds, alligators, game fish, and wide expanses of watered areas—all of which can be irreparably damaged by the introduction of man occupation in the area and by the facilities installed or developed to permit utilization of private property.

It is requested that the House reduction be restored in full so action can be initiated to acquire at once the lands that pose the most serious threat to the park in the near future.

Virgin Islands National Park, V.I. ($1 million)

The act of October 5, 1962 (76 Stat. 746), revised the boundaries of the Virgin Islands National Park on St. John Island and authorized the appropriation of $1,250,000 to acquire privately owned land within the new boundary. Heretofore donations of land or monies to acquire land have been made to establish the park, which now has a gross area of 15,150 acres of which about 4,300 acres remain to be acquired.

Several factors have combined to accentuate the need to move forward as rapidly as possible in acquiring privately owned lands within the park. Travel to the park, particularly by air, has increased tremendously in the last few years. The stable and warm climate has been a pronounced influence in interesting people in building winter villas or homes on the three islands; namely, St. Thomas, St. John, and St. Croix. As more and more people are attracted to the islands, and frequently to the park, spiraling prices have resulted. Also, construction is now talking place on steep hillsides that were not considered for such purposes when more suitable terrain was available. The building of cottages and often substantial homes on hillsides creates blots and steep access roads scar and otherwise untrampled natural slope of lush green hills, beautiful Caribbean seas, white sandy beaches, tropical plants, and majestic settings found only in this part of the world. The area has such appeal that it will continue to be a haven for people seeking escape from ice, snow, and cold weather.

The magnificent scenery, fine bathing beaches, snorkeling opportunities, fishing, fine weather, and adjacent island wonderlands will all combine to lure more and more people to the unique park area. Already land prices are fantastically high because people are willing to pay a premium to enjoy the Caribbean area and to have a place of their own there. Incipient subdivisions are in the picture, but the funds required to prevent them from materializing are not on hand. In view of the generous donations made to bring the park into being and also acquire strategic holdings that have been made available from time to time in the past, prudent protection of this unusual park dictates that funds should be on hand to purchase properties that will be placed on the market in the near future and which will be developed by willing buyers if the Government is unable to assume

a reasonable share of the acquisition activity that is inevitable in bringing a park to a maturity that is still relatively unspoiled by excessive private holdings and developments.

It is respectfully requested that the House reduction be restored so that the land acquisition program can move forward.

Inholdings involving major improvements, $1,893,600

There are 10 properties with acreages varying from 1.20 acres to 542.51 acres each with improvements having estimated values greater than $50,000. The improvement values and the land values with acreages bear no direct ratio. In some instances the improvements are situated on a small proportion of the large acreage in the holding. Some of the improvements are approaching the limits of their economic age and require extensive capital investments. In these cases and in others the owners may be contemplating the renovation and the erection of additional buildings and subdivision of other lands. Many of the owners have indicated a willingness to sell their properties. Some have not. However, such situations change, especially if the funds to acquire a property are available.

This Service in exercising its real property acquisition policy endeavors whenever reasonably possible to negotiate mutually satisfactory purchase contracts. Values are established or price ranges are provided by appraisals furnished by local disinterested fee appraisers pursuant to contracts with the Service.

In most cases, the private enterprises operating within the authorized boundaries of park areas constitute nonconforming uses, restrict public access to such privately owned lands, in many cases interfere with park development plans, and present the constant threat of being subdivided and sold off for house sites and commercial establishments. Spectacular park scenery can be quickly blighted by developmental intrusions.

It has been the Service's experience during the past decade that the costs of the inholdings within its areas are increasing at an average annual rate of about 7 percent with the costs doubling in about 10 years. Indications are that this upward trend is contniuing. It is in the best interests of the United States to acquire these inholdings as soon as possible.

Private developments in park areas create traffic, road, poaching, sanitary, scenic, development, and other related problems. One consequence is to create economic windfalls to owners who develop commercial enterprises to serve the increasing number of park visitors. Unregulated, uncontrolled, and opportunistic developments of this nature often lead to serious interferences with sound park administration and public enjoyment of the area.

It is respectfully requested that the reduction made by the House in this item be restored so that the properties in question may be procured in the public interest.

Slippage, $411,900

The land acquisition program of this Service is carried on in such a way that slippage should not occur. Excess condemnation awards, purchase prices in excess of our original etimates, purchase opportunities developing during the year, and the need to keep in hand funds when negotiations are pending so that resulting contracts can be satisfied would seem to assure sufficient flexibility in the land acquisition program so that all funds can be obligated or committed during the coming year, and it is requested that the reduction made by the House for anticipated slippage be restored.

Amendment (5).—The reduction of $8,279,000 made by the committee in the land acquisition program of the Forest Service consisted of $6,099,400 for 18,352 acres in the Sylvania tract in Michigan and $1,685,750 for other inholdings in the national forests with improvements existing on the land.

Elimination of the Sylvania tract from the fiscal year 1966 program, for the purpose of giving fuller consideration to the need for Federal acquisition, means that it will be lost to acquisition for public use. The trustee for the property must now dispose of the property and has been asked by a lumber company buyer to place it on the market for bidding. Based on previous experience, this buyer would probably log off the tract and subdivide and sell the lakeshore property in small parcels. A truly outstanding and unspoiled tract of land for public recreation will be lost forever.

The need and desirability for public ownership of the Sylvania tract has been studied more thoroughly than any proposed acquisition in Forest Service history.

Upon request, the Forest Service has completed and published a detailed report of the values, benefits, and management opportunities for public use. The University of Michigan conducted an economic study of the effect of public ownership on the local economy. These studies point conclusively to national forest ownership as being in the best interests of the public and the local economy.

Although the committee is concerned over an estimated future cost of $10 million for development, this is a long-term development estimate and less than half of this amount would provide for adequate development to meet public needs for the next 5 to 10 years. Most of the development and land cost would eventually be recovered through receipts to the Treasury. Economic benefits to the area would far exceed the investment.

Annual receipts to the Treasury from this tract would reach over $450,000 from the sale of timber, concessionaire fees, and recreation fees. This would be more than the future operating costs when under full management.

In addition, there will be financial benefits to the local economy from the development and management of the Sylvania tract for public purposes. It is expected that recreation use of the tract will amount to 800,000 visits annually. Based on average recreationist expenditures of $6 to $7 per visitor day, this would mean a return to the severely economically depressed area of at least $4 million annually.

We recommend that acquisition of the Sylvania tract be allowed as the Forest Service's highest priority project and that all of the $6,099,400 be restored for this project.

The reduction of $1,685,750 for the acquisition of private inholdings within the national forests is directed at those lands having major improvements; $535,750 of this is for 1,270 acres in the Idaho wilderness areas which include three resorts, two dude ranch improvements for horses and equipment, and one summer home. These uses are incompatible with the purpose of wilderness areas as set forth by the Wilderness Act. The act provides that ingress and egress will be permitted to valid occupancies within a wilderness area consistent with the preservation of the area as wilderness. The existence of private land tracts and existing and future development of these tracts under private ownership demand access, both air and ground. The pressure for such access from existing improved tracts and expansion of improvements in the future will further deteriorate the wilderness environment called for by the act. Likewise, the value of such lands and improvements will increase in the future. At the present the major owner in this area has come to the Forest Service on his own initiative with an offer to sell out. This makes a strategic opportunity to acquire the property at a reasonable price. Future negotiations on a buyer approach could result in higher cost. We recommend that funds be allowed to acquire these properties in order to remove uses not compatible with the wilderness area while it is timely and possible.

The additional amount of $1,150,000 for acquisition of national forest inholdings disallowed by the committee was to eliminate acquisition of tracts on which improvements exist at a value in excess of $50,000 such as dude ranches, motels, summer homes, etc. Supplemental data furnished the committee grouped several tracts within a national forest acquisition project showing total cost of lands and improvements in total for several tracts. One project for purchase of inholdings showed a total of more than $50,000 for improvements. However, in no case does an individual tract proposed for acquisition in these project areas involve dude ranches, resorts, hotels, or similar costly improvements. Improvements, if any, on any individual tract covered in the $1,150,000 would be minor and cost far less than $50,000. In addition, some of this acquisition would be for purchase of interest to acquire scenic easements and thus achieve objectives at a lesser cost.

For these reasons we do not believe the intent of the $50,000 limitation is involved on the individual tracts within the project and recommend that all of the $1,150,000 be restored.

The amount of $493,850 disallowed by the committee to allow for anticipated "slippage" is predicated on the assumption that the acquisition of some tracts in the program estimates may not materialize for purchase due to unavailability, asking prices higher than appraisal, and other unforeseen reasons. This "slippage" would not occur in the Forest Service program, since there are other alternative tracts of equal priority, desirability, and cost within a national forest project area which could be acquired. The existence of numerous individual tracts of private inholdings of equal priority within a national forest permits a greater choice of lands which qualify under the fund and serve recreation

purposes better than do small restricted management units where eligible tracts are very limited. This widespread availability of a large number of qualifying tracts would more than take care of any so-called "slippage." In fact, in some cases it would be in the best interests of the Government from a cost standpoint to employ the flexibility of purchasing an alternative tract where asking price cannot be met or where costly time-consuming condemnation could be avoided. For these reasons, we do not believe the anticipated "slippage" is realistic and recommend that the amount for such "slippage" be restored.

Amendment (6).—This amendment restores $3,114,000 which was deleted by the House Appropriations Committee for the acquisition of land for various endangered species of birds.

The Bureau of Sport Fisheries and Wildlife has ample authority to acquire land for wildlife. This authority is described in an opinion of the Solicitor of the Department of the Interior, M-36676, dated January 13, 1965, which is printed on pages 1523 to 1528 of the House Hearings on the Department of Interior and Related Agencies Appropriations for 1966.

The program of preservation of rare and endangered species is being reviewed by the Department of the Interior particularly with respect to seeking additional legislative authority for fish and to clarify other matters. However, it is not necessary for this reason to defer current efforts which are authorized by law to preserve certain endangered species of birds. In fact all of the species for which habitat acquisition is proposed are classed as "migratory game birds" and would qualify under the authorization of the Migratory Bird Conservation Act.

In preserving endangered species, two considerations are of paramount importance. One is the necessity for prompt action to halt further losses of numbers and the danger of complete extinction of the species. The other is the necessity to acquire the particular type of habitat needed before it is lost forever or rising prices make its purchase prohibitive.

It may appear at first glance that the number of acres required and the cost of the land are disproportionate to the number of birds to be protected. However, this land will not only preserve the existing number of rare birds but will also provide for restoration of the population to a size which will insure its continued existence for enjoyment by the public. Also most significant is the fact that the land will preserve species of wildlife in addition to the principal ones for which it is being acquired and will provide recreation and other values to the Nation. Thus, the purchase of the needed lands cannot be equated solely in terms of the present number of rare birds.

The uniqueness of the habitat to be acquired and its value for wildlife are explained further, as follows:

Whooping crane: Matagorda, St. Joseph's Islands, and St. Charles Bay, Tex. Besides giving additional protection to the whooping crane, other bird species benefited include the roseate spoonbill, wood ibis, white ibis, white-faced ibis, reddish egret, brown pelican, olivaceous cormorant, Hudsonian godwit avocets, mottled duck, white-tailed hawk, bald eagle, caracara and peregrine falcon. The area is used by great numbers of wintering and migrating shorebirds, wading birds, waterfowl, and warblers.

Florida sandhill crane: The area is located approximately 15 miles northwest of Lake Okeechobee in Highlands County, Fla., near the village of Brighton.

The area is mainly a wet prairie type, portions of which are being grazed by beef cattle at the present time. A shallow marsh characterized by sawgrass, bulltongue, and pickerelweed occupies a portion of the area (adjacent to the Istokpoga Canal), and a series of small, shallow lakes occupy an area in the southwest corner of the site.

The land proposed for acquisition in this area will also benefit other wildlife. It will provide nesting and wintering habitat for Florida ducks, and wintering habitat for ringnecks, hooded mergansers, teals, pintails, and baldpates. One flock of wild turkeys is present. Black and turkey vultures use the area, as well as sparrow, marsh, and red-shouldered hawks. Audubon caracaras were observed on the area.

New Mexican duck: The San Simon Cienega is a unique ecological area, almost the only relic of a plant association once widespread in the Gila River drainage of southeast Arizona. It is a concentration point for many migrating water and land birds and is presently popular with amateur and professional ornithologists. The San Augustine Plains, a high grassland area, is used by

the common mountain plover, both chestnut collared and McCown's longspurs and several waterfowl species, including the cinamon teal. The Rio Grande area naturally attracts many species of water birds and because of its location is used by large numbers of migrates. Other birds benefited include the pyrrhuloxia, white-winged dove, Mississippi kite and Luc's warbler. This area, in a rather heavily populated valley, will be of great recreational value, especially for those interested in nature study. The Animas Valley includes important species such as the white-winged dove, mourning dove, vermilian flycatcher, and Botteri's sparrow.

The small water areas in the desert and low valleys are oases that attract birds and mammals sometimes from long distances.

Explanation of amendment (3).—This amendment eliminates language added by the House which provides that amounts appropriated for State purposes shall be matched equally by the States. Section 5(d) of Public Law 88-578 provides that payments to States shall not exceed 50 percent of the cost of planning, acquisition, and development projects. At the time the budget for fiscal year 1966 was being prepared the administration decided that the Federal portion should be set at 40 percent. The reasoning which prompted this decision is set forth in a letter from the Deputy Director, Bureau of the Budget to Congressman Aspinall, chairman, House Committee on Interior and Insular Affairs. An excerpt from that letter is quoted below.

"One of the considerations was the desirability of establishing a measure of parity with the related open space program of the Housing and Home Finance Agency. It was the judgment of the administration that the effectiveness of that program could be improved through an upward adjustment in the Federal share and the budget disclosed the intention to seek authorization to that end. You will recall that the President in his recent message on natural beauty spoke to the desirability of operating programs of this kind on the same matching formula.

"The logic of settling upon a Federal share of less than 50 percent rested to some extent upon experience under the open space program where considerable success has been achieved even under a 20- to 30-percent Federal share. In the case of the new land and water conservation program we are, as you know, without experience. We are, however, aware that the States, reflecting the growing demand for recreation, have indicated their readiness to provide substantial sums for this program and a larger program could be carried out over the next 10 years under the 40-60 formula than would be possible on a 50-50 basis. To maximize the use of the Federal funds available a decision was made that it would be preferable to start with the lower rate. This rate could always be raised if circumstances indicated that this was necessary."

Information received from States shows that over $300 million of State funds are estimated to be available in fiscal year 1966 for outdoor recreation purposes. It is the view of the administration that on a 40-percent Federal matching basis the Federal dollar would result in more outdoor recreation resources, be of substantial help to the States and not adversely affect the total size of the State's efforts. It was recognized that if circumstances showed that 40 percent did not provide adequate incentive for the States it could always be raised.

Explanation of amendment (7).—This amendment is necessary in view of amendment (6) which restores clause (4) of the language.

GEOLOGICAL SURVEY

SURVEYS, INVESTIGATIONS, AND RESEARCH

(House hearings, pp. 596-690)

(Senate hearings, p. 192)

Appropriation 1965	$69,334,000
Estimate	72,826,000
House allowance	71,100,000
Restoration requested	1,726,000

(P. 18, line 3)

Amendment requested:

Page 18, line 3, strike out "$71,100,000" and insert in lieu thereof "$72,826,000", an increase of $1,726,000 in the appropriation.

House Report

"The amount allowed by activities as compared with the 1965 appropriation and the estimate for 1966 is as follows:

Activity	Committee bill, 1966	Bill compared with—	
		1965 appropriation	Estimate, 1966
Topographic surveys and mapping	$22,803,000	+$311,000	
Geologic and mineral resource surveys and mapping	18,512,780	+1,215,780	−$941,220
Minerals exploration	989,090	−51,690	−7,910
Marine geology and hydrology	853,000	+100,000	−100,000
Water resources investigations	21,482,130	+510,130	−380,870
Soil and moisture conservation	198,000		
Conservation of lands and minerals	4,579,000	−138,000	
General administration	1,911,000	−3,000	−46,000
Special-purpose buildings		−1,000,000	−250,000
Unobligated balance available	−228,000	−228,000	
Comparative transfer from Office of Minerals Exploration		+1,049,780	
Total, Geological Survey	71,100,000	+1,766,000	−1,726,000

"The net increase allowed under 'Geologic and mineral resource surveys and mapping' includes $550,000 to initiate a new research effort in earthquake seismology; $250,000 for acceleration of studies of the earth's crust and upper mantle; $500,000 for accelerated programs of economic geology investigations and land utilization studies, and a decrease of $128,000 due to nonrecurring items in 1965.

"The net increase of $510,130 for water resources investigations consists of $500,000 to expand the Federal program for obtaining and coordinating water resources data and for water resources research; $440,000 to match an anticipated increase in State offerings for cooperative water resources investigation; and nonrecurring decreases totaling $429,870.

"The committee has disallowed the requested increase of $250,000 for engineering design for expansion of the Geological Survey Field Center at Denver. Since this planning is primarily for future expansion, the committee believes it should be deferred to a later date.

"The committee is continuing its policy that emphasis be placed on providing exploration assistance on only those strategic and critical minerals for which there is a serious shortage in the United States, and therefore has approved no changes in the present list of minerals eligible for assistance under the program.

"The committee also expects the funding for the minerals exploration program which was transferred to this appropriation item to be set forth separately in all future budget documents so that the committee can readily determine the extent of program activity in this connection."

JUSTIFICATION

The amendment restores the reduction of $1,726,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
1. Topographic surveys and mapping	$22,492,000	$22,803,000	$22,803,000	
2. Geologic and mineral resource surveys and mapping	17,297,000	19,454,000	18,512,780	$941,220
3. Minerals exploration		997,000	989,090	7,910
4. Marine geology and hydrology	753,000	953,000	853,000	100,000
5. Water resources investigations	20,972,000	21,863,000	21,482,130	380,870
6. Soil and moisture conservation	198,000	198,000	198,000	
7. Conservation of lands and minerals	4,717,000	4,579,000	4,579,000	
8. General administration	1,905,000	1,957,000	1,911,000	46,000
9. Special-purpose buildings	1,000,000	250,000		250,000
Unobligated balance available		−228,000	−228,000	
Total	69,334,000	72,826,000	71,100,000	1,726,000

[1] Includes pending pay act supplemental.

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$764,000
12	Personnel benefits	51,000
21	Travel and transportation of persons	68,000
22	Transportation of things	23,000
23	Rent, communications, and utilities	54,000
24	Printing and reproduction	40,000
25	Other services	119,000
	Services of other agencies	53,000
26	Supplies and materials	102,000
31	Equipment	202,000
	Total Geological Survey	1,476,000

ALLOCATION ACCOUNT

21	Travel and transportation of persons	2,000
24	Printing and reproduction	13,000
25	Other services	235,000
	Total allocation to General Services Administration	250,000
	Grand total	1,726,000

(2) Geologic and mineral resource surveys and mapping

Restoration of the disallowance of $941,220 is requested to enable the Geological Survey to discharge its responsibilities in the following three program areas:

Program area	*Amount disallowed*
(*a*) Earthquake seismology	$500,000
(*b*) Earth's crust and upper mantle	210,000
(*c*) Economic geology and land utilization	231,220
Total	941,220

(*a*) Earthquake seismology: The research program planned in this field is in response to recommendations of the Federal Commission on Reconstruction and Development for Alaska and the National Academy of Sciences, and endorsed by the President's Office of Science and Technology. The disastrous earthquake of March 27, 1964, in Alaska, emphasized by more recent strong earthquakes in Chile and the Aleutians, brought into sharp public focus the geologic hazard to life and property in the active circum-Pacific earthquake belt. It dramatically illustrated the glaring need for fundamental studies that will increase our knowledge of earth processes that result in earthquakes and ultimately aid us in helping man engineer his works to withstatnd shocks, plan his land use to reduce potential damage, and, hopefully, predict earthquakes so that loss of life can be kept to a minimum. Restoration of the $500,000 is essential if rising public and governmental demand for geologic aid is to be met and if full advantage is to be gained from the opportunities for detailed studies afforded by the Alaska earthquake. Unless restoration is effected, planned studies of hazards to Alaskan communities, the active San Andreas fault zone, and the recent Montague Island fault, will have to be drastically curtailed, with the distinct probability that valuable information will be irretrievably lost.

(*b*) Earth's crust and upper mantle: The funds appropriated to the Survey in fiscal year 1965 in support of the upper mantle project are only a small part of the funds considered necessary for the Survey as recommended by the Geophysics Research Board of the National Academy of Sciences. Restoration of the $210,000 in the 1966 budget is urgently needed for support of minimal effort in this important project. Expansion of work on the transcontinental geophysical survey which provides necessary fundamental information required for our San Andreas program would be seriously impaired, as would fundamental studies of the earth's crust and upper mantle by field geophysical techniques, such as refraction seismic profiles; gravity, geomagnetic, heat flow, and electrical measurements; and laboratory research investigations. All of these studies are vital to a better understanding of the processes that affect the earth's crust and subcrustal layers.

(*c*) Economic geology and land utilization studies: Restoration of $231,220 is urgently sought for this work to permit the Survey to intensify research in methods of exploration for and evaluation of mineralized areas and of specific metals, such as silver, as well as to expand engineering geology investigations.

The increased funds are urgently needed to intensify research in new and improved exploration techniques and tools and in methods of appraising the magnitude of incompletely explored mineral and mineral fuel resources. New and improved methods are particularly needed to facilitate mineral appraisals of wilderness-type areas as required by the Wilderness Act of 1964.

Since the fiscal year 1966 budget request was prepared, the situation with regard to the shortage of silver has worsened appreciably. On the other hand, preliminary results of research efforts to find new sources of this metal, such as black calcites and silver-bearing sandstones, and new tools for searching for hidden silver deposits have proved most promising. These avenues must be vigorously explored with greater support than is now possible, as must work on new exploration methods and tools for other critical metals.

In engineering geology, research is sorely needed on geophysical methods for measuring engineering rock properties, as well as expansion of geology to land utilization problems. Only token assistance to these important programs will be possible under the House allowance.

(3) *Minerals exploration*

On transferring the program of Federal assistance for minerals exploration (formerly the Office of Minerals Exploration) to the Geological Survey, effective July 1, 1965, a program savings of $72,000 will be effected in this activity. An additional $3,000 savings in the "general administration" activity results in a total economy to be realized of $75,000 by reason of this reorganization.

This represents the maximum savings consistent with management of this complex program. Restoration is requested of the disallowance of $7,910 in order that the program can be administered as effectively as possible.

(4) *Marine geology and hydrology*

Restoration of $100,000 is requested for urgently needed studies in Alaska and the San Francisco Bay area that are part of a program integrated with investigation of earthquake seismology and geology. The restoration would significantly accelerate fundamental investigations on the shock stability of marine sediments that are needed promptly to identify the magnitude and effects of earthquake-generated submarine slides, and would expedite evaluation of hazards related to use of filled land along the margins of San Francisco Bay. Additional personnel and equipment are needed to achieve maximum efficiency in field operations, office compilation of field data, and laboratory analyses of samples. Significant underwater effects of the 1964 Alaskan earthquake are being obscured by natural processes, and it is essential that observations be conducted without delay.

(5) *Water resources investigations*

Restoration is requested of $380,870 for the Federal program.

The Geological Survey's responsibilities for obtaining additional water data and for the coordination of Federal activities in the collection of water data as set forth in Bureau of the Budget Circular No. A–67 are considered to be of such importance that they should be fully implemented and should have first call on the increase allowed by the House. As a result, the Survey would be unable to expand its activities much beyond those of the previous fiscal year in background studies for river basin planning, research efforts, and education and training, and would be unable to effect any increase in the publication of results.

If cuts below the President's budget, as proposed by the House, are effected, the impact on the water resources program of the Survey would be as follows:

(*a*) The Survey would be unable to increase significantly its program of basinwide water resources studies. It would not be possible to initiate any new background studies in 1966, and the planned expansion of studies in the Willamette River and Puget Sound basins would be greatly curtailed.

(*b*) Research in fundamental hydrologic principles and techniques, a necessary prerequisite to solution of water problems, would be deferred. Studies in two high priority areas: ground water-surface water relationships and chemical relations within ground-water bodies should be greatly expanded.

(*c*) Reduction of the President's budget for the International Hydrological Decade would cause the participation of the Geological Survey in the initial year of the decade to shrink to a level so low that it would have little significance in the total international program. The idea for an International Hydrological Decade originated in the United States, which was largely instrumental in influencing UNESCO to establish a decade program, and it is essential that the United States make a useful contribution to the program. The program itself has been endorsed by half a dozen U.N. agencies and about 15 international scientific organizations. U.S. participation has been endorsed by the Federal Council for Science and Technology, by the National Committee for the International Hydrologic Decade of the U.S. National Academy of Sciences-National Research Council, and by the Universities Council on Water Research.

(*d*) The increase planned for education and training would have to be greatly reduced, particularly the in-service training for new professional employees. Since this training is designed to improve both the efficiency and proficiency of the employees, any reduction would be detrimental to the

Survey's continuing efforts to make cost savings through the best utilization of its manpower and to continue to provide technical leadership in the field of water resources information.

(e) The Survey would be forced to hold publication output to the present level despite increasing pressures from interested agencies for more published water information and to postpone publication of a number of technical reports. Such delay is incompatible with the need to make the results of investigations available, at the earliest possible time, to those agencies and individuals responsible for the planning, development, and management of water resources.

(8) *General administration*

Restoration is requested of the $46,000 to provide administrative support and executive direction of the expanded substantive program. This increase will provide for 5 additional man-years, as well as normal operating increases such as periodic step increases. The additional man-years will be utilized in shipping, receiving, and warehousing services for the increased volume of field equipment issues to field projects from the consolidated warehouses in Washington, Denver, and Menlo Park. Additional support is also required in the centralized accounting and auditing activity due to increased volume. Strengthening of staff support is also necessary due to requirements for development of a comprehensive position management system and various analyses and studies in connection with the equal employment opportunity program.

(9) *Special purpose buildings*

Restoration is requested of $250,000 for engineering design for an addition to the Geological Survey Center at Denver. Presently, 90 Survey employees are working in a total of 24,194 square feet of leased office and laboratory space in 6 separate buildings several miles from the Center, at an annual rental of $69,633. An additional 45 people will be transferred into the area in the near future in conjunction with the emphasis on expansion in Denver (and at other field centers) rather than in Washington, D.C. In view of the growth of centralization in Denver of the Survey program for the Rocky Mountain area each year's delay in providing adequate facilities at the Center results in increasingly inefficient operations as more employees are housed in leased facilities, and in increased costs in the form of annual rental. A minimum of 2 or 3 years is required from the commencement of design to the completion of construction, emphasizing the urgency of the Survey's request for funds with which to initiate design studies.

BUREAU OF MINES

CONSERVATION AND DEVELOPMENT OF MINERAL RESOURCES

(House hearings, pp. 129–194, 223–225)

(Senate hearings, p. 487)

Appropriation, 1965	$30,898,000
Estimate	31,625,000
House allowance	31,541,000
Reduction requested	−41,000

(P. 19, line 17)

Amendment requested:

Page 19, line 17, strike out "$31,541,000" and insert in lieu thereof "$31,500,000", a decrease of $41,000 in the appropriation.

HOUSE REPORT

"* * * The budget estimate proposed the closing of the Anthracite Research Laboratory at Schuylkill Haven, Pa., and transferring $209,000 of the 1965 operating cost of $380,000 to the Pittsburgh laboratory. The committee believes, however, that the $209,000 could most effectively be used by continuing the laboratory at Schuylkill Haven and has provided an increase of $41,000 for administration and maintenance, or a total of $250,000 for this activity in fiscal year 1966."

JUSTIFICATION

The amendment provides for a reduction of $41,000 in the amount allowed by the House for this appropriation. This amount is distributed to activities as follows:

Activity	Appropriation, 1965 [1]	Budget estimate, 1966	House allowance, 1966	Reduction requested
Research:				
(a) Coal	$6,549,000	$6,369,000	$6,410,000	−$41,000
(b) Petroleum	2,329,000	2,329,000	2,329,000	
(c) Oil shale	933,000	1,033,000	1,033,000	
(d) Metallurgy	10,015,000	10,345,000	10,345,000	
(e) Mining	2,807,000	3,162,000	3,107,000	
(f) Marine mineral mining	134,000	234,000	234,000	
(g) Explosives	507,000	557,000	557,000	
Resource development:				
(a) Statistics	1,575,000	1,805,000	1,805,000	
(b) Economic analysis	226,000	226,000	226,000	
(c) Bituminous coal	978,000	898,000	898,000	
(d) Anthracite	428,000	400,000	400,000	
(e) Petroleum	576,000	560,000	560,000	
(f) Minerals	3,278,000	3,144,000	3,144,000	
(g) International activities	563,000	563,000	563,000	
Travel reduction			−70,000	
Total	30,898,000	31,625,000	31,541,000	41,000

[1] Includes pending pay act supplemental.

Research:

(a) Coal.—The House committee added $41,000 to the 1966 appropriation estimate for coal and directed that, that amount together with the $209,000 of anthracite research funds that had been proposed for transfer to Pittsburgh remain housed at the anthracite station. We recommend that the original estimate of the Bureau of $209,000 for anthracite research be retained as originally planned. If only $41,000 is restored to the Bureau budget, we will have a $130,000 budget reduction at the Schuylkill Haven Station from 1965 fiscal year levels, leaving too small a program to be carried out effectively.

Approximately $80,000 is required to maintain the Schuylkill Haven facilities before any research can be performed. Thus in essence the $41,000 increase which the House has allowed would be effectively consumed along with $39,000 of project research funds. In addition, of course, consolidation of the facilities will increase the efficiency of operation in many ways to which dollar values are difficult to assign.

Therefore, the Bureau of Mines recommends the reduction of the $41,000 added by the House to this appropriation.

BUREAU OF MINES

HELIUM FUND

(House hearings, pp. 238–252)

(Senate hearings, p. 571)

Payment authority, 1965	$47,500,000
Borrowing authority, 1965	14,000,000
Estimate, 1966:	
Payment authority	60,000,000
Borrowing authority	16,780,000
House allowance:	
Payment authority	47,500,000
Borrowing authority	16,000,000
Restoration requested:	
Payment authority	12,500,000
Borrowing authority	780,000

(P. 20, line 22 and p. 21, line 3)

Amendment requested:

(1) Page 20, line 22, after "The Secretary is authorized to" insert the following: "enter into contracts and agreements pursuant to section 3(a)(2) of the Helium Act amendments of 1960 which may require payments for helium in any 1 fiscal year in an amount not to exceed $12,500,000, in addition to amounts heretofore specified: *Provided*, That the Secretary is also authorized to".

(2) Page 21, line 3, strike out "$16,000,000" and insert in lieu thereof "$16,780,000", the estimate, or an increase of $780,000 in borrowing authority.

HOUSE REPORT

"This borrowing authority is required to finance helium purchases under the existing contracts for the conservation of helium. The estimated carryover borrowing authority of $9 million, together with the additional $16 million allowed in the bill will provide adequately for requirements in fiscal year 1966 due to slippage in the 1965 program.

"CONTRACT AUTHORIZATION

"The budget estimate proposes an increase of $12,500,000 over the current annual limitation of $47,500,000 on the contracting authority for the purchase of helium for storage under the conservation program. Under this increase, the Department would enter into additional long-term contracts (20 to 25 years) committing the United States to the purchase of an additional $250 million worth of helium. The present four contracts under the annual authority of $47,500,000 obligate the United States to the expenditure of over a billion dollars for the purchase of 62.5 billion cubic feet of helium, which represents a 100-year surplus supply at the present rates of consumption.

"It is the recommendation of the committee that this request be deferred pending completion of renegotiation of existing contracts, and the acquisition of sufficient operating experience under these contracts to serve as a yardstick in new contract negotiations."

JUSTIFICATION

Explanation of amendment (1).—The amendment restores the reduction of $12,500,000 in the annual limitation on the authority to contract for purchase of helium under the conservation program.

The Bureau of Mines must appeal the action of the Committee on Appropriations of the House of Representatives which recommended deferment of a requested increase of $12.5 million in the limitation on contracting authority for helium as defined in section 3(a)(2) of the Helium Act.

The helium program has been the subject of extensive review and evaluation during the past year and a half—both from the standpoint of the need for the program and alternative methods of implementation. Two interagency study groups have recommended separately the proposed program expansion. One group, comprised of representatives from the Department of Commerce, Department of Defense, Department of the Interior, Atomic Energy Commission, National Aeronautics and Space Administration, and the Office of Science and Technology, concerned itself principally with the future role of helium in science and technology. In a report dated October 1963 on "The Magnitude and Importance of Future Helium Requirements," the group said, "To deprive future Americans of the use of this natural resource because of casual wastage in our time would be a serious and irreparable mistake."

The work of the second study group was headed by Dr. Otto Eckstein of the Council of Economic Advisers. In a memorandum dated December 2, 1964, this group concluded, among other things, that "The present program of helium production and storage is well justified and should be expanded to the scale currently proposed by the Bureau of Mines."

It would be easy to accept a deferment of the proposed expansion of the helium program if we should wish to consider only short-term needs and be willing to close our minds to the prospective needs of future generations of Americans for the presently wasting natural helium resources. However, we do not believe that we in the Department of the Interior can, in good con-

science, so ignore our responsibility for the conservation of a unique and valuable limited natural resource.

The preponderance of informed opinion supporting the proposed expansion is very great. We strongly urge, therefore, that the requested increase in contracting authority should be approved.

Explanation of amendment (2).—It is also necessary to appeal the reduction in borrowing authority from the requested $16,780,000 to $16 million (a reduction of $780,000). The budget estimates for the helium activity were prepared on a very conservative basis in order that an absolute minimum of funds would remain available at the end of the year. There have been no developments which would indicate that any less funds would meet the needs of the program.

OFFICE OF COAL RESEARCH

SALARIES AND EXPENSES

(House hearings, pp. 253–283; Senate hearings, p. 586)

Appropriation, 1965	$6,836,000
Estimate, 1966	6,945,000
House allowance	6,945,000
Increase requested	375,000

(P. 21, line 10)

Amendment requested:

Page 21, line 10, strike out "$6,945,000" and insert in lieu thereof "$7,320,000", an increase of $375,000 in the appropriation.

HOUSE REPORT

"This appropriation provides for contract research to develop new methods of mining, preparing, and utilizing coal. The amount allowed includes $6,589,000 for contract research and $356,000 for administration and contract supervision.

"Within the total funds appropriated for 1966, the committee has allocated, subject to the approval of the General Technical Advisory Committee, $375,000, to be matched by $125,000 to be contributed by the State of Pennsylvania, to finance a research contract to develop a treatment plant to demonstrate the economic feasibility of converting coal refuse dumps for direct use in the construction of roads, building materials, or the manufacture of concrete. The committee is concerned at the lack of research being conducted by the office to develop new uses for anthracite coal and its byproducts and believes this project exemplifies the type of research that should be implemented if practical results are to be achieved."

JUSTIFICATION

The amendment reflects that an increase of $375,000 would be required in the appropriation to finance, with matching funds of $125,000 to be contributed by the State of Pennsylvania, a research contract to develop a treatment plant to demonstrate the economic feasibility of converting coal refuse dumps for direct use in the construction of roads, building materials, or the manufacture of concrete. This project was added by the House to the 1966 program without additional funds which has the effect of reducing the program proposed for 1966 by $375,000. This amendment would restore this reduction by providing the additional funding required to initiate this new program.

This amount is distributed as follows:

Activity	Appropriations, 1965	Budget estimate, 1966	House allowance, 1966	Increase requested
1. Administration and contract supervision	$348,000	$356,000	$356,000	----------
2. Contract research	6,488,000	6,589,000	6,589,000	$375,000
Total	6,836,000	6,945,000	6,945,000	375,000

A breakdown of the increase by objects of expenditures follows:

25.1 Other services	$375,000

If the proposed anthracite research is desirable, a good end result may have significant impact on the anthracite areas but it will be necessary for OCR to solicit research proposals from qualified organizations, evaluate the proposals and obtain approval of the GTAC on the best one before proceeding.

The Office of Coal Research did, however, submit a very "tight" budget request and unless there is restoration of the $375,000 for programs which are already planned and which have been fully justified, other portions of the OCR program must be significantly curtailed.

Each of the eight research proposals which are included in OCR's fiscal year 1966 budget request as new projects to be undertaken in fiscal year 1966, have previously been discussed and cleared with the GTAC and checked with the Bureau of Mines. These eight projects—Union Carbide; Coal Blending; Speer Carbon; transportation projects; moisture control and soil treatment; consolidated controls; blast furnace fuel injection economics; and industrial coal market analysis—are programed for total funding of $1,664,000. The remainder of all contract funds requested in fiscal year 1966 is programed for projects currently underway or planned for contract prior to June 30, 1965.

Undertaking this new project on use of anthracite coal refuse dumps for roadbuilding, may force OCR to drop one or more of the projects already approved and justified to the Congress, or force a reduced level of funding on several projects. This latter course will undoubtedly result in a greater overall cost of the projects since the work is phased and costs are programed in such a manner as to insure orderly progress at the most economical rate. A stretchout will result in higher costs and also delay the progress sufficiently to impede potential commercial application of useful end results.

Additionally, there are four contracts which have been underway for some time which already show substantial technical progress sufficient to warrant moving into an advanced stage of the work. OCR did not request additional funding in fiscal year 1966 for any of these four projects. The proposed House action would make completely impossible the likelihood of moving ahead to another phase on these projects in fiscal year 1966. The four specifically are Westinghouse (fuel cell project), Spencer Chemical (low-ash coal project), Rand Development (coal for sewage-treatment project), and West Virginia University (brick from fly ash).

BUREAU OF COMMERCIAL FISHERIES

CONSTRUCTION

(House hearings, pt. 1, pp. 353–367)

(Senate hearings, p. 1183)

Appropriation 1965	$4,788,000
Estimate	1,405,000
House allowance	1,905,000
Restoration	100,000

(P. 23, line 2)

Amendment requested:

Page 23, line 2, strike out "$1,905,000" and insert in lieu thereof "*$2,005,000*", an increase of $100,000.

HOUSE REPORT

"The net increase in the budget estimate is in the Columbia River fishery facilities program and consists of: a decrease of $60,000 for management techniques; a reduction of $40,000 in program supervision and engineering; and an increase of $600,000 for replacement of the fishway at Willamette Falls, Oreg."

JUSTIFICATION

The amendment restores the reduction of $60,000 for management techniques and the reduction of $40,000 in program supervision and engineering. This amount is distributed as follows:

Activity	Appropriation 1965	Budget estimate 1966	House allowance 1966	Restoration requested
1. Fishery facilities	$4,200,000	$980,000	$980,000	----------
2. Columbia River fishery facilities	588,000	425,000	925,000	$100,000
Total	4,788,000	1,405,000	1,905,000	100,000

A breakdown of the restoration request by objects of expenditure follows:

11	Personnel compensation	$12,000
21	Travel and transportation of persons	2,000
23	Rent, communications, and utilities	5,000
25	Other services	78,000
26	Supplies and materials	3,000
	Total	100,000

Management techniques, $60,000.—The management technique studies are designed to provide information for immediate application to existing operations and management procedures so that improvements may be made to obtain the best possible use of facilities which have been constructed. Nearly all of the studies have been underway from 1 to several years, and for many fiscal year 1966 represents the last year of study. These studies were developed on the basis of problems which have occurred in recent years. Many of these studies are of a critical nature, such as the study of recirculation of water for holding and rearing salmon, and the tetracycline marking studies.

The recirculation of water may well affect all facilities which have to do with artificial propagation of fish. Control of diseases, more efficient operations, and greater utilization of smaller amounts of water all are potential products of this work which currently is being investigated at the Abernathy National Fish Hatchery of the U.S. Fish and Wildlife Service near Longview, Wash. The tetracycline marking study is the culmination of many years of work by the Fish and Wildlife Service and the State of Oregon in an effort to find inexpensive and rapid means for marking large numbers of young fish without undue handling, or physical modification by clipping of fins. Such a method of marking fish would permit evaluation of all artificial propagation at hatcheries, ponds, and channels with a minimum of expense. The work proposed for fiscal year 1966 consists of final chemical analyses, development of standard techniques for marking procedures, and obtaining clearance for use of the tetracycline drug from the Food and Drug Administration.

All of the management technique studies have resulted in findings useful to operations. In several instances, significant developments have been made which were of major importance to preserving and maintaining the fishery resources at Columbia River program facilities. This reduction would seriously curtail the efficiency of this important program, which is already operating at a minimum level. Therefore, we believe it imperative to continue the funding of these studies at the level proposed for fiscal year 1966.

Program supervision and engineering, $40,000.—The reduction of $40,000 from the $90,000 requested in the budget for fiscal year 1966 imposes severe hardships upon the construction program. The funds are utilized to:

(1) Prepare functional designs, plans, specifications, and cost estimates for new facilities, or modifications to existing facilities.

(2) To inspect construction activities to insure that facilites are beng built as designed.

(3) To inspect facilities already constructed to insure that they are functioning properly and to evaluate their characteristics.

(4) To review and inspect, periodically, the studies being conducted under the management techniques study program to determine adequacy and assess need for revisions or change in emphasis.

The above activities relate to past, present, and future facilities and studies and require the use of both professional engineers and biologists. The reduction of funds not only affects the current workload and imposes handicaps upon its successful conduct, but is affected further by the initiation of work for the Willamette Falls fishway which was not included in the budget request.

OFFICE OF SALINE WATER

SALARIES AND EXPENSES

(House hearings, pp. 1345–1435)

(Senate hearings, p. 110)

Appropriation 1965	$10,000,000
Estimate	26,515,000
House allowance	20,000,000
Restoration requested	6,515,000

(P. 26, line 18)

Amendments requested:

(1) Page 26, line 18, strike out "$20,000,000" and insert in lieu thereof "$26,515,000", the estimate or an increase of $6,515,000 in the appropriation.

(2) Page 26, line 18, strike out "$1,100,000" and insert in lieu thereof "$1,130,000".

HOUSE REPORT

"The amount allowed includes $18,900,000 for continuation of basic and applied research to develop low-cost processes for converting saline water to fresh water and $1,100,000 for contract administration and coordination.

"The budget estimate is based on the assumption that the present authorization for the program will be greatly expanded and extended by new legislation. Pending congressional approval of this proposal, the committee has confined its action to the existing authorization under Public Law 87–295 of $75 million for fiscal years 1962 through 1967. There has been appropriated through 1965 a total of $31,100,000 leaving a balance of $43,900,000. Taking into account the proposed 1965 supplemental of $3,900,000 the remaining authorized balance for gscal years 1966 and 1967 is $40 million. To grant the total budget estimate would leave authorization of only $13,485,000 available to continue the program in fiscal year 1967. The committee does not feel that funding on this basis would be conducive to the operation of a well-balanced program. The committee has therefore recommended an appropriation of $20 million for 1966, which leaves an equal amount of authority available for fiscal year 1967."

JUSTIFICATION

Explanation of amendment (1)

The amendment restores the reduction of $6,515,000 made by the House in the budget estimate. This amount is distributed to activities as follows:

Activity	Appropriation, 1965	Budget estimate, 1966	House allowance, 1966	Restoration requested
1 (a) Contracts and grants (non-Federal)	$9,007,000	$24,985,000	$18,500,000	$6,485,000
(b) Federal laboratories	250,000	400,000	400,000	
2. Administration and coordination	743,000	1,130,000	1,100,000	30,000
Total	10,000,000	26,515,000	20,000,000	6,515,000

The restoration is distributed by objects of expenditures as follows:

11.0	Personnel compensation	$15,000
21.0	Travel and transportation of persons	15,000
25.1	Other services	6,385,000
41.0	Grants, subsidies, and contributions	100,000
	Total	6,515,000

ACTIVITY 1—CONTRACTS AND GRANTS

Increase in program

The increase in funds of $9,493,000 provided in the bill will not allow for the complete implementation of the aggressive and expanding program for advancing desalting technology which was prepared in response to the specific request of the President. The program as submitted was not based on the enactment of new legislation, but rather on the present need for advancing desalting technology. The request is not inconsistent with present legislation since it is based on the rapidly developing need for low-cost desalting processes.

Program appeal

The effect of the reduction of $6,485,000 in contracts and grants will substantially limit the planned program. These limitations are as follows:

Distillation program	−$5,485,000
Other research and development	−1,000,000
Total reduction in contracts and grants	−6,485,000

The restoration of $5,485,000 in funds for the distillation program will allow an orderly development of large plants at the earliest possible date. In order that the bulk of the funds can be spent to the best advantage, it is necessary that studies, including construction of test equipment, be undertaken so that the resultant modules will provide the most advanced concepts that can be developed. The present allowance will permit the design of the modules and the purchase of long lead items to be used in conjunction with the modules at the test site, which consist of items such as pumps, special control devices, and special equipment necessary to adequately test the modules. Conceptual design studies currently underway are expected to propose other subassemblies which will require concurrent testing in order to evaluate their potential utilization. The restoration will provide the flexibility required to program these anticipated proposals. Funds will also be required in fiscal year 1966 for the construction of complete modules if the foregoing evaluations and investigations proceed without undue difficulty.

The proposed reduction will only allow us to continue the basic research program at the present dollar level of effort. This means, however, that the level of effort to achieve several important short- and long-range objectives in both basic and applied research will be curtailed since the cost of doing research has increased. Allocation of funds to achieve long-range objectives will be decreased because we must continue to place first emphasis on short-range needs. Many meritorious proposals currently in hand, which have already received favorable technical evaluation, cannot be initiated in the following fields:

The development of promising new plastic components.

Experimental use of plastic coatings for corrosion protection and scale alleviation.

Improved membrane support materials and configurations for reverse osmosis.

Specific adaptation of processes to acid mine drainage problems and adequate coordination in this field with the Bureau of Mines, the Office of Coal Research, and the Department of Health, Education, and Welfare. Coordination with HEW is also necessary for the reclamation of other mineralized or chemically charged waters.

Increased investigation of problems peculiar to brackish water desalination.

Initiate studies to determine in detail the chemistry of brackish water in order to more adequately evaluate the most economical processes for desalting the various types of saline water.

All available desalination processes will be carefully checked from an engineering viewpoint to determine their potential application for desalting brackish water.

In addition to the above, it will be necessary to postpone or cancel important basic research studies in the following categories:

New polymer films for reverse osmosis membranes.
Inorganic ion exchange membranes for electrodialysis.
Synthesis and testing of novel liquid phase separation systems.
Electrochemical demineralization using adsorptive carbon electrodes.
Demineralization by ion depletion.
Osmotic studies:
- Preparation of porous films.
- Membrane synthesis and preparation.
- Concentration polarization.
- Ion exchange and ion exchange membranes.

Electrochemical and Metallurgical Corrosion:
- Aluminum.
- Titanium.
- Special alloys.

Selective removal of scale forming elements from saline water.

It is important that research and development projects be initiated in fiscal year 1966 in brine disposal and ion exchange processes and pretreatment. Brine disposal at coastal locations became much more of a potential problem when current plans for large sea water conversion plants were adopted. Disposal of waste brines in inland areas has been recognized as a problem for some time and has not been satisfactorily solved except at specific locations. At large coastal sea water conversion plant sites, comprehensive investigations of the effects of brine disposal factors on aquatic environment are needed. Methods for inland and coastal areas will require engineering and cost studies relating to submerged offshore piping, subsurface injection, ponding, and other possible means. It is necessary to initiate these study projects during fiscal year 1966 so that the required information will become available concurrently with the developmental programs.

Acid mine waters are a major problem and there is a growing need to treat inland brackish waters. Recent developments in ion exchange, reverse osmosis, and electrodialysis techniques make promising their application as a conversion process for brackish waters of high salinity. Indications are that for a variety of saline or brackish waters (including acid mine drainage), these new developments could result in lower costs than are possible with other processes. Additional work is necessary for further development and testing of electrodialysis and reverse osmosis. These three processes could provide significant benefits to the accelerated program if they could be adequately funded in 1966.

Additional engineering studies are needed to develop efficient means of utilizing desalting plants in association with existing heat sources, such as powerplants, process steamplants, incinerators, and geothermal or solar energy These studies will also include an evaluation of the desalting processes that can best be adapted to these operating conditions.

Under the present allowance we will not be able to undertake vital economic studies which are necessary if we are to recommend the practical application of desalination processes as economical feasible source of fresh water. Planning a supplemental source of fresh water for any given area is a complex problem that involves availability, quality, geography, water rights, costs, and many other factors. Each of these must be given careful consideration in developing a water supply program. We must be fully aware of all of these conditions as we evaluate the utilization of desalination equipment in any given area.

We propose to appraise all present processes to determine which of the presently available methods of desalination have the greatest economic merit. Those processes that fail to meet the established criteria will be dropped from our development program. The same test will be applied to our research and development contracts. Those of questionable merit will be terminated and those with promise will be accelerated

ACTIVITY 2—ADMINISTRATION AND COORDINATION

Increase in program

The Office of Saline Water has been criticized for inadequate on-site supervision of both technical and administrative contract work. While we are cognizant of this current weakness in our program we cannot take steps to correct the situation without adequate administrative funds. The allowance will make it necessary to curtail programed on-site inspections and delay the filling of new positions which in turn will not permit the needed increase in contract management.

Program appeal

The visiting of contractors by scientific contract administrators is necessary for both technical and administrative reasons to assure that the work under the contracts is progressing as planned, that the funds are being used in the most advantageous manner, and that cost reimbursements and allowances are correct. The restoration of $30,000 in administrative funds will be required to prevent a curtailment of this function, and a reduction in salary costs by delaying new appointments.

Explanation of amendment (2)

The amendment increases the limitation on the amount available for administration and coordination from $1,100,000 to $1,130,000. The request for restoration of $30,000 will make possible the required amount of project on-site supervision and permit immediate staffing for the new program as stated in the previous paragraphs.

DEPARTMENTAL OFFICES

OFFICE OF THE SOLICITOR

SALARIES AND EXPENSES

(House hearings, pt. 1, pp. 1137–1157)

(Senate hearings, p. 179)

Appropriation, 1965	$4,393,000
Estimate	4,479,000
House allowance	4,425,000
Restoration requested	54,000

(P. 27, line 12)

Amendment requested:

Page 27, line 12, strike out "$4,425,000" and insert in lieu thereof "$4,479,000", the estimate, or an increase of $54,000 in the appropriation.

HOUSE REPORT

"The net increase of $32,000 reflects a reduction of $85,000 related to the closing of offices in Ephrata, Wash., and Bismarck, N. Dak.; an increase of $85,000 for existing positions and programs, and an increase of $32,000 for staffing a new field office in Philadelphia, Pa.

"The committee is always pleased to note any action taken by agencies to reduce operating costs by the consolidation of offices where such action will not result in delaying discharge of the responsibilities for which the agency is responsible. Approval of this action by the committee is based on the presumption that the closing of the Ephrata, Wash., office will not result in less attention being given to keeping the workload on a current basis in the Columbia Basin. Likewise, it is presumed that the closing of the Bismarck, N. Dak., office will not result in the accumulation of an additional backlog of cases in the area formerly served by this office."

JUSTIFICATION

The amendment restores the reduction of $54,000 made by the House in the budget estimate. This amount is distributed to the following activity.

Activity	Appropriation 1965 [1]	Budget estimate, 1966	House allowance, 1966	Restoration requested
Legal services	$4,393,000	$4,479,000	$4,425,000	$54,000

[1] Includes pending pay act supplementals.

A breakdown of the restoration by objects of expenditures follows:

11	Personnel compensation	$37,000
12	Personnel benefits	5,000
21	Travel and transportation of persons	1,000
22	Transportation of things	1,000
23	Rent, communications, and utilities	4,000
25.2	Services to other agencies	3,000
26	Supplies and materials	1,500
31	Equipment	1,500
	Total	54,000

A net increase of $86,000 over the 1965 appropriation was proposed in the budget estimate to provide essential financing for existing positions and activities, and for establishing a new eastern office. In view of the $85,000 of program savings included in the 1966 projections, there actually was a total increase of $171,000. The House action allows for the reapplication of the $85,000 toward meeting the 1966 needs and also approves the additional $32,000 requested for the new eastern office. However, it does not provide $54,000 needed for existing positions and activities.

Appropriation, 1965	$4,393,000
Less program savings	85,000
Adjusted base, 1965	4,308,000
Fiscal year 1966 budget estimate	4,479,000
Increase over adjusted base	171,000
Application of program savings	−85,000
Increase requested in budget	86,000
Increase allowed by House	−32,000
Disallowance	54,000

Restoration to the full amount of the estimate is deemed esential to the administration of the legal services of the Department in the fiscal year 1966. The estimate, itself, reflects limits on the operational power of the office owing to the heavy combined absorptions associated with the office closings and the substantial financing requirements of the statutory demands of pay increases under the 1964 Salary Reform Act, within-grade advances, and terminal leave payments. A reduction in funds below the level of the appropriation request will force further limitations on staffing facilities with further contractions in the extent to which departmental programs and activities can receive legal review and assistance.

OFFICE OF THE SECRETARY

SALARIES AND EXPENSES

(House hearings, pp. 1090–1136)

(Senate hearings, p. 334)

Appropriation, 1965	$4,365,000
Estimate, 1966	4,479,000
House allowance	4,450,000
Restoration requested	29,000

(P. 27, line 24)

Amendment requested:

Page 27, line 24, strike out "$4,450,000" and insert in lieu thereof "$4,479,000," the estimate, or an increase of $29,000 in the appropriation.

HOUSE REPORT

"The increase allowed includes $39,600 for an increase of three positions for the Office of Science Adviser, and $45,400 for an increase of two positions and related expenses in the administrative management area."

JUSTIFICATION

Explanation of amendment.—The amendment restores the reduction of $29,000 made by the House in the budget estimate. This amount is distributed to the activities as follows:

Activity	Appropriation 1965	Budget estimate 1966	House allowance 1966	Restoration requested
1. Departmental direction	$709,300	$777,900	$748,900	$29,000
2. Program direction and coordination	1,485,500	1,485,500	1,485,500	----------
3. Administrative management services	1,995,700	2,038,000	2,038,000	----------
4. General services	174,500	177,600	177,600	----------
Total	4,365,000	4,479,000	4,450,000	29,000

A breakdown of the restoration by objects of expenditures follows:

11	Personnel compensation	$17,800
12	Personnel benefits	1,200
21	Travel and transportation of persons	4,000
24	Printing and reproduction	2,000
25.2	Services of other agencies	1,500
26	Supplies and materials	500
31	Equipment	2,000
	Total	29,000

The effect of this disallowance is to remove from the proposed staff one senior scientist and one secretary and necessary support for this position. The total allowance in the Office would then be six persons which would include the Science Adviser and two scientific assistants and three secretaries.

One of the most important tasks in the functions of the Science Adviser is review of on-going research within the Department to determine its overall adequacy to be assured of the soundness of the program design and make certain on behalf of the secretariat that research is on the most pertinent problems for accomplishing departmental missions in natural resources development.

Even with extensive cooperation and coordination with research staffs in the Department the level of effort which the Science Adviser has been able to direct on review and program evaluation has been inadequate. He needs additional full-time assistance from a staff member who will help to organize appropriate studies on research review and who will also provide analyses on the interrelatedness of programs within the Department.

The proposed reduction will delay development of a full capability in the Science Adviser's staff for adequate program review and analysis. We are not certain of the degree of possible inefficiencies which now exist in research programs or of the improvements which can be made by additional study in this area. We have considerable concern about this matter, however, and prefer not to delay necessary analysis of programs any longer than absolutely necessary. We feel that efficiencies in programs which can be obtained and improvement in output of research will merit expenditures required for additional leadership in the departmentwide coordination of research.

OFFICE OF THE SECRETARY

GENERAL PROVISIONS

(House hearings, pp. 1131–1136)

(P. 29, lines 15 and 16)

Amendments requested:

(1) Page 29, line 15, after the comma following the word "Secretary" insert the following: "at rates not to exceed $100 per diem for individuals", and

(2) Page 29, line 16, strike out "$175,000" and insert in lieu thereof "$230,000".

JUSTIFICATION

Explanation of amendments.—Amendment (1) prescribes a maximum rate of $100 per day for consultants; amendment (2) increases the total annual amount that may be paid to consultants from $175,000 to $230,000.

The rate of $100 per day instead of the $75 rate previously authorized is proposed in order that highly qualified persons may be induced to render service to the Government.

In recent years the Department of the Interior has been assigned an ever-increasing role for coordination and leadership of major natural resource programs. Outdoor recreation, water resources research, and water data collection are examples of such new responsibilities. The services of the best qualified individuals must be utilized if we are to assure the wisest development and use of our natural resources. People with such qualifications are entitled to compensation rates reasonably commensurate with the service provided.

It is becoming increasingly difficult to secure essential consulting services under the $75 limitation. In many instances such assignments have been accepted only as an accommodation to the Government but we cannot, and should not, expect to continue on this basis. Increasing the maximum allowable rate to $100 would afford a more reasonable compensation consideration for those individuals who should be paid a higher rate than is possible under the existing limitation.

While authority is sought to pay a maximum rate of $100 a day, it is intended that this rate be paid only when topflight consultants are employed in connection with the most difficult types of engineering, scientific or other work.

In all instances, the basic consideration will be to pay a rate commensurate with the service performed. Failure to do so would be inequitable to both the individual and the Government.

It is proposed to increase the total amount that may be expended annually for consultant services from $175,000 to $230,000. The Department makes every effort to limit the employment of consultants to those cases which are absolutely necessary and in which the services of an impartial adviser are essential. Situations requiring consultants which cannot be foreseen do arise, however, and unless the total limitation is increased the work of the Department could be seriously handicapped. These consultants are used in connection with special studies or reports requested by Congress; at other times it may be in connection with organizational or program problems affecting the departmental operations and

there should be some margin for taking care of the problems which cannot be foreseen. Very strict control is maintained over the employment of consultants, secretarial approval being required in each case, and the Department will continue to hold expenditures for this purpose to as low an amount as practicable.

BUREAU OF OUTDOOR RECREATION

LEWIS AND CLARK TRAIL COMMISSION SALARIES AND EXPENSES

(House hearings, pt. 2, pp. 546–549)

(Senate hearings, p. 323)

(P. 41, line 22)

Amendment requested: Page 41, line 22, insert after "$25,000" the following: ", to be available from January 1, 1965".

HOUSE REPORT

"The amount recommended is for operating expenses of the Lewis and Clark Trail Commission authorized by Public Law 88–630, approved October 6, 1964. This legislation provided for the establishment of a 27-member commission for a 5-year period to advise on and coordinate activities of agencies and individuals interested in preserving and marking as much as possible of the route followed by Lewis and Clark in 1804–6."

JUSTIFICATION

The estimate provided for availability of the appropriation beginning on January 1, 1965.

The Lewis and Clark Trail Commission was established by Public Law 88–630, which was approved October 6, 1964. Under the provisions of that act, the Secretary of the Interior was required to call a meeting of the Commission within 90 days after approval of the act. This was complied with and a meeting was held on January 4, 1965.

Under the terms of the act, the Chairman of the Commission can approve reimbursement for expenses incurred by members for travel, subsistence, and other necessary expenses incurred in the performance of their duties. The Chairman approved payment of the expenses incurred by the members in connection with the first meeting, contingent upon appropriations being made therefor, and in order to pay such expenses from this appropriation, it is requested that the fund availability begin on January 1, 1965, as requested in the estimate.

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