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CONSTRUCTION OF THE FRANKLIN DELANO ROOSEVELT MEMORIAL

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HEARING
BEFORE THE

COMMITTEE ON RULES AND ADMINISTRATION UNITED STATES SENATE

NINETY-FIFTH CONGRESS

SECOND SESSION

ON

S.J. Res. 142

TO AUTHORIZE AND DIRECT THE FRANKLIN DELANO ROOSE-
VELT MEMORIAL COMMISSION TO PROCEED WITH THE CON-
STRUCTION OF THE FRANKLIN DELANO ROOSEVELT MEMO-
RIAL, AND FOR OTHER PURPOSES

JULY 26, 1978

Printed for the use of the Committee on Rules and Administration
United States Senate



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CONSTITUTION OF THE UNITED STATES
DULANE ROOSEVELT MEMORIAL

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1. The first part of the report deals with the general situation of the country and the progress of the work during the year. It is divided into two main sections: the first section deals with the general situation of the country and the progress of the work during the year, and the second section deals with the specific results of the work.

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CONSTRUCTION OF THE FRANKLIN DELANO ROOSEVELT MEMORIAL

WEDNESDAY, JULY 26, 1978

U.S. SENATE,
COMMITTEE ON RULES AND ADMINISTRATION,
Washington, D.C.

The committee met, pursuant to notice, at 10:01 a.m., in room 301, Russell Senate Office Building, Hon. Claiborne Pell (chairman) presiding.

Present: Senators Pell, Clark, and Hatfield.

Staff present: William M. Cochrane, staff director; Chester H. Smith, chief counsel; Martin B. Gold, minority staff director and counsel; Winfield Major, counsel (elections); Stephen L. Crow, minority counsel; John K. Swearingen, director, technical services; Raymond N. Nelson, professional staff member; Jack L. Sapp, professional staff member; and Peggy Parrish, chief clerk.

The CHAIRMAN. The Committee on Rules and Administration will come to order.

The first item on our business is item No. 1, the hearing on Senate Joint Resolution 142 by Senator Hatfield and coauthors, to authorize and direct the Franklin Delano Roosevelt Commission to proceed with the construction of the Franklin Delano Roosevelt Memorial.

I would ask the ranking minority member, Senator Hatfield, if he has an opening statement.

OPENING STATEMENT OF HON. MARK O. HATFIELD, RANKING MINORITY MEMBER, COMMITTEE ON RULES AND ADMINISTRATION

Senator HATFIELD. I have an opening statement, and thank you very much, Mr. Chairman.

I would ask unanimous consent that my formal statement be placed in the record and I will only highlight it at this time, considering the time restrictions.

Senator HATFIELD. Mr. Chairman, it is a great privilege to have served on this Commission since 1971, not only because of the purpose and objective of the Commission to come up with an appropriate design to commemorate and memorialize President Franklin D. Roosevelt, but because of the associations that I have had and developed along the way with members of the Commission and others associated with the project.

It is apparent that Franklin Roosevelt was no ordinary figure in American politics. The unique personality of the man, the period in which he served as President, the philosophy which he imprinted upon the whole political scene of America that has lasted to this day, the

many other personal and political attributes that can be ascribed to this man, I think, very appropriately deserves more analyzing in a proper fashion.

I just want to say that there has been a great deal of effort and time put into not only this project but throughout the long history of the Commission. The Honorable Eugene Keogh has certainly been one of the most tireless men working on behalf of this project, assisted by his longtime friend, Mr. Jim Rowe and others who have served on this Commission through its long life.

I have learned much from these gentlemen and it has been a great personal experience to me. They are men steeped in tradition and history and love for this country and for Mr. Roosevelt, and they have certainly given of themselves in such an indefatigable manner that I believe that these words are very proper to speak at this time. I am not going to go into other details concerning the background and outstanding skill that Mr. Lawrence Halprin has brought to this effort, and his associates. His work is scattered throughout this country as great testimony to his gift of imaginative, creative, and delightful efforts in projects that have brought joy and happiness to many communities and people.

We have had excellent cooperation from the Department of the Interior. I feel the National Park Service has provided invaluable service. We have sought the advice at different times of the Department of Transportation, Department of Health, Education, and Welfare, which are all very important to this project. We have had the cooperation of the National Planning Commission and the Washington Fine Arts Commission. We have also had the support of this project indicated by members of the Roosevelt family.

I will not go further into the matter, because I think it more eloquently can be presented by Chairman Keogh and Mr. Rowe who has accompanied him here, and by Mr. Lawrence Halprin.

Mr. Chairman, we have both the written word and the visual word to present this morning to describe this marvelous project, which I am hopeful will move through this committee and the Senate and the House expeditiously, because Mr. Roosevelt's centennial birth will be 1982. It would be a very outstanding contribution to that celebration which will occur throughout this country to have this memorial in place and available for the public's enjoyment.

So I add that particular item relating to the time frame in which I am hopeful we can accomplish this marvelous project.

So, with those words, Mr. Chairman, I would like to yield my time to those who have been far more intimately involved over a longer period of time and have given such tremendous leadership, former Member of the House of Representatives, one of the men who served in that body ably, and I heard the Speaker of the House say to him yesterday—and whether it was just one Irishman to another or what, I am not sure, but he said to our chairman, "You were the finest chairman we ever had in the house of Representatives." This is quite a tribute.

I have no way to challenge it, so I will accept it as a matter of truth.

I have great pleasure Mr. Chairman, in presenting to you Chairman we ever had in the House of Representatives." This is quite a presentation in his own inimitable fashion and that his remarks may be reviewed and edited from the transcript for the permanent record.

The CHAIRMAN. Thank you very much.
 [The prepared statement of Senator Hatfield follows:]

PREPARED STATEMENT OF HON. MARK O. HATFIELD, RANKING MINORITY
 MEMBER, COMMITTEE ON RULES AND ADMINISTRATION

Mr. Chairman, I thank you for scheduling this hearing today to consider Senate Joint Resolution 142, authorizing the construction of the Franklin Delano Roosevelt Memorial.

Mr. Chairman, as I stated in my remarks when this resolution was introduced by me on June 15, it may appear somewhat strange that I, a member of the minority party am sponsor of this bill. Moreover, at the time of its introduction I pointed out that when I was growing up, the late President was not exactly my political idol. In fact it would be more accurate to state that he was my political foe.

Yet, Mr. Chairman, even during his early terms in office, it was apparent to me that Franklin Roosevelt was no ordinary figure in American politics. Like many of my colleagues in the Senate, my political philosophy was developed in the backdrop of Roosevelt's four terms in office. He lead our country through its deepest economic and military crisis to date, and he left an indelible stamp on the Presidency and on our democracy.

To memorialize President Roosevelt in a man-made structure is no simple task. Perhaps that explains the fact that the FDR Memorial Commission, which first met in 1955, is the longest existing commission we have ever had, I believe however, that a decision about an appropriate memorial to the late President has now been made and that the time was come to construct that memorial.

I am sure that the witnesses we will have before us today will describe the memorial in a comprehensive fashion. The Honorable Eugene Keogh, who is here today, has worked tirelessly as Chairman of the FDR Memorial Commission and I look forward to hearing his testimony, as well as that of the other witnesses who have played important roles in bringing the project to its present stage of development. Without attempting to usurp their opportunity to provide this Committee with their detailed knowledge and expertise concerning the proposed Memorial, I would like to offer my own personal perspective on the resolution before us.

When I first became a member of the Commission in 1971, it appeared that the Commission had resigned itself to a project that, to me, was rather less than imaginative. I do not say that as a criticism, but as an observation. The Commission's task was made difficult by both a change of tastes in the visual arts since the construction of the other memorials in Washington, and by the character of the man to be remembered by this memorial. I suggested an approach with which we had had experience in Portland, Oregon—the Construction of the Portland Civic Center, designed by Mr. Lawrence Halprin of San Francisco. The Commission was enthusiastic in its response and set about pursuing this new direction with renewed vigor and purpose to complete its task.

The plans and design of the memorial, which I hope the Members of the Committee have had an opportunity to review, have been examined and approved by several agencies at all points in their progress up to the present time. The National Park Service has provided invaluable assistance. Advice or approval has been received at different times from the Department of Transportation, the Department of Interior, the Department of Health, Education, and Welfare, and very importantly, from the National Capital Planning Commission and the Washington Fine Arts Commission. The resolution I have introduced would authorize the commencement of the final stages of design, and the construction, of this memorial under the continued supervision of the Franklin Delano Roosevelt Memorial Commission.

Mr. Chairman, I understand that the representative of the Secretary of Interior who is with us today will suggest some modifications to the resolution as introduced, including a change that, in effect, would place the Secretary of the Interior in the supervisory role now held by the FDR Commission. While I welcome some of the Department's suggested modifications, I do not believe that this later change is desirable.

As you know, the general design, the layout and appearance of the memorial has been determined and approved by the appropriate bodies. Yet, several of the important pieces of sculpture and some of the carved inscriptions have yet to be chosen. These decisions will involve matters of taste and choice between artistic styles. I believe, and I have insisted throughout my tenure on the Com-

mission, that these decisions should be made in as politically neutral an environment as possible. I think the Members of the Committee will recognize the wisdom of retaining the supervision of those decisions in the hands of the Commission created by Congress to do so, rather than in the grasp of the federal bureaucracy.

Upon completion of the project, it will be most appropriate for the Department of the Interior to take over the care and maintenance of the memorial park. Section 3 of the resolution before us provides for that transition.

Again, Mr. Chairman, let me express my thanks first to you and the Members of the Rules Committee, and then to the multitudes of individuals who have been involved in this exciting project.

The CHAIRMAN. I would ask my colleague's approval to setting aside this item for the moment, because we have Senator Long with us in connection with Senate Resolution 487, authorizing supplemental expenditures by the Committee on Finance.

Senator HATFIELD. I am happy to yield to your request, since Senator Long and Senator Curtis have the responsibilities of developing the tax policies upon which we will depend for the funding of this project.

[The testimony of Senator Long and Senator Curtis on Senate Resolution 487 followed.]

The CHAIRMAN. Senator Hatfield?

Senator HATFIELD. Mr. Chairman, I did not see our colleague, Congressman John Murphy of New York, come in; but he served as secretary to our Commission. I wanted to make sure that the record indicated our warm welcome to the Congressman as well.

The CHAIRMAN. I would think now we ought to ask the Chairman of the Memorial Commission, the Honorable Eugene J. Keogh, to come forward, and perhaps the members of the Commission ought to come forward with him.

TESTIMONY OF HON. EUGENE J. KEOGH, CHAIRMAN, THE FRANKLIN DELANO ROOSEVELT MEMORIAL COMMISSION, ACCOMPANIED BY HON. JOHN M. MURPHY, A U.S. REPRESENTATIVE FROM THE STATE OF NEW YORK; HON. DANIEL K. INOUE, A U.S. SENATOR FROM THE STATE OF HAWAII; HON. CHARLES McC. MATHIAS, JR., A U.S. SENATOR FROM THE STATE OF MARYLAND; HON. JAMES H. ROWE, (MEMBERS OF THE COMMISSION); AND LAWRENCE HALPRIN, ARCHITECT OF THE PROPOSED MEMORIAL

Mr. KEOGH. I have Jim Rowe, Representative Murphy, Senator Inouye, and Senator Mathias.

Senator HATFIELD. I did not see my colleague, Senator Inouye.

Mr. KEOGH. Senator Inouye of the 50th State.

The CHAIRMAN. Senator Inouye, we are delighted to have you with us.

TESTIMONY OF SENATOR INOUE

Senator INOUE. Mr. Chairman, I thank you for this opportunity to say a few words in support of Senate Joint Resolution 142.

I believe most, if not all, of us have been touched by the love, the work, or the words of the late President Franklin Delano Roosevelt. President Roosevelt has a very special place in my memory. Although what I am about to say is past history, I think it is still relevant.

Soon after December 7, 1941, many Americans who were of Japanese ancestry were declared unfit to wear the uniform of the United States. We were not subject to the draft. We could not volunteer. The men who were then in uniform were stripped of their weapons, because they were suspect, and transferred to labor battalions. So I am sure you can imagine how we felt being so treated.

However, about a year later, the policy changed and the War Department announced that a special combat team would be formed, made up completely of Nisei volunteers, and that volunteers would now be accepted without restrictions or constraints. President Roosevelt personally reviewed and approved the plan and, in so doing, made the following statement:

The proposal of the War Department to organize a combat team of loyal Americans of Japanese descent has my full approval. No loyal citizen of the United States should be denied the democratic right to exercise the responsibilities of his citizenship regardless of his ancestry.

He closed his statement with the following sentence: "Americanism is a matter of the mind and heart; Americanism is not and never was a matter of race or ancestry."

That statement had an overwhelming significance for us, a very special one. And at that time I believe that it meant much more to us than the Gettysburg Address or any other momentous proclamation in our history. They all paled beside it.

I am pleased as a citizen of the United States to say Mr. Roosevelt's leadership and vision still live on. The principle of equality he spoke about I believe captured the imagination of the American public, thus continuing the movement toward equal rights which we see coming to fruition today.

President Roosevelt is much deserving of our admiration and esteem. We have many memorials in this city, but none catches the essence of President Roosevelt and his administrations.

The FDR Memorial Commission, under the patience, skill, guidance and leadership of the former distinguished member of the House, the Honorable Eugene Keogh, has labored long and hard to develop a memorial which would be suitable, and I believe it has succeeded.

Therefore, Mr. Chairman, most respectfully I would urge that the committee and the Senate signal this support by giving Senate Joint Resolution 142 early and favorable consideration.

I thank you very much, Mr. Chairman.

The CHAIRMAN. Thank you very much indeed. Thank you for being with us this morning.

Congressman Keogh, you might make your presentation. Is there anybody else you would like to have up with you?

Mr. KEOGH. Senator Mathias was here and will be back momentarily. I would appreciate the chairman's listening to him when he arrives.

The CHAIRMAN. Certainly.

TESTIMONY OF MR. KEOGH

Mr. KEOGH. My disposition in that regard, Mr. Chairman, is not entirely unselfish, as you have heard presentations on behalf of the Memorial Commission and its project which have been presented far more effectively and ably by those you have heard up to now, and those you will hear from briefly later, than I could possibly do.

I am happy, however, to tell you, Mr. Chairman, that we come to you with an active, interested and energetic support of the 12 members of the Memorial Commission; 2 of who you have heard from up to now, and others you will hear from.

I am delighted to be inspired by the company of Representative Murphy of New York, who has served as secretary of the Memorial Commission and has done his usual excellent job. Mr. Rowe, of Washington and the country, has been of invaluable assistance to us in coming to the point where we now are.

I think, Mr. Chairman, that perhaps the present situation is best described in the words of the Chairman of the Commission of Fine Arts, the Honorable J. Carter Brown, who, in a letter addressed to you as chairman, under date of July 21, said:

After many submissions of different concepts for the design of an appropriate memorial to Franklin Delano Roosevelt, the Commission believes that the present solution finally meets all of the objectives we felt were necessary to achieve. It has a sense of dignity and repose that is entirely fitting for its setting near the other memorials. It respects in every sense the landscape of the park, its trees, and the walkways and views of the Tidal Basin. In fact its pools and fountains should do a great deal to enhance the quality of the site, and at the same time lend a feeling of uniqueness that will set it apart from the other memorials, one of the most difficult features that has eluded all other design efforts up till now.

And the National Capital Planning Commission, Mr. Chairman, in a similar letter addressed to you, under date of July 24, indicated:

At the presentation to the Commission on May 4th, however, the Commission members reacted very favorably to the current plans. These plans respond positively to the recommendations that Commission made in its 1975 approval of the concepts, and we believe they provide an excellent design for a memorial that will be a major contribution to the Nation's Capital.

Mr. Chairman, these statements of those responsible agencies of Government are reflective of the general acceptance that the proposed design has received uniformly, and we have had the opportunity to make the formal submission of our report, which is now pending before the Congress in accordance with the mandate of the resolution creating the Memorial Commission.

Your favorable action on Senate Joint Resolution 142 will enable us to proceed, hopefully, with dispatch, for the time that will be necessarily taken for the preparation of the site and for the construction of the proposed memorial will be of some length.

It is hoped, therefore, as has been pointed out earlier, that we will mark the completion of this memorial on the year of the centennial of the birth of the late great President.

Mr. Chairman, we have with us, and I would like the record to note, the attendance here today of Lawrence Halprin of San Francisco, who is the architect and the designer of the pending proposed memorial. We have been fortified during this long and, on occasion, arduous but pleasant duty of bringing us to this point by the talented and spirited cooperation of the representatives of the National Park Service, particularly Jack Fish, John Parsons, and Joe Ronsisvalle.

The next move in the accomplishment of a long-sought desired objective, Mr. Chairman, rests in the hands of your distinguished committee.

We are hopeful that we will receive the same favorable response from it as the proposed design has received from widespread sources

around the country. It would be unfair for me, Mr. Chairman, to impose further on the time of this committee, other than to renew the hope that we will have favorable action on the pending resolution within a reasonable time. I mean not to limit the consideration that this great committee will give the pending resolution, but a reasonable time might be any time within the next hour or two.

Mr. Chairman, would you be good enough to hear Representative Murphy, the secretary of the Memorial Commission, and following his hopefully brief remarks, would you listen to Jim Rowe, please?

The CHAIRMAN. Would you care to have the architect come up with you, too?

Mr. KEOGH. He diminishes us so greatly, we are hesitant to have him on a level with us—

Mr. HALPRIN. Thank you for inviting me. I will sit back a little bit. [Laughter.]

Mr. KEOGH. An unusual posture for a great man to take.

Representative Murphy, would you seek the recognition of the distinguished chairman?

TESTIMONY OF CONGRESSMAN MURPHY

Mr. MURPHY. Mr. Chairman and Senator Hatfield, I think our chairman has, in his usual eloquent manner, pretty well presented the widespread and virtually unanimous acceptance that the proposal has gained on a national basis.

The presentation at the House yesterday for the Speaker and the commission members was very, very effective, and we are looking forward to seeing the rest of that presentation this morning.

We certainly look forward to the indulgence of this committee in speedily considering the resolution.

The CHAIRMAN. Thank you very much.

TESTIMONY OF MR. ROWE

Mr. ROWE. Senator, I have very little to say, except I am the oldest member of the Commission. I think even older than Gene Keogh in years, but, certainly in seniority.

President Eisenhower appointed the first four public members of the Commission. The first Chairman was Attorney General Biddle, who led it for a number of years until his death. Briefly, the next Chairman was Senator McCarthy, who decided to pursue other things. And then Mr. Keogh has been Chairman since then, and has done a remarkable job.

It does seem to me, however, after 23 years, we should be moving forward.

The CHAIRMAN. I think it is particularly fortunate somebody like you, who is part of the administration of Mr. Roosevelt to be on the Commission as it gives a sense of continuity. What other members of the Commission were members of the White House staff under Mr. Roosevelt?

Mr. ROWE. I think I am the only one. Anna Rosenberg Hoffman is a member of the Commission—of course she was not a member of the White House staff, but she was an advisor to the President at the time.

The CHAIRMAN. I have great personal interest in it. As Congressman Keogh knows, my father was Democratic State Chairman in the days when Mr. Roosevelt was starting out as Governor. In fact, when he took over as Chairman, they had one Republican Governor and two Republican Senators, and when he finished his 5 years, they had one Democratic Governor and two Democratic Senators.

In addition to that, he was Dutchess County neighbor and old-time college friend of the President and also his mother, Mrs. Sarah Roosevelt. Many times I recall visits there, and so I am particularly moved at this occasion.

Mr. Halprin, do you have anything?

Mr. KEOGH. Before you recognize Mr. Halprin, may I lend a personal note, to tell you, Mr. Chairman, that I had the great pleasure of knowing your distinguished father. He was a powerful influence for good during his period of service.

The CHAIRMAN. Thank you very much.

Mr. KEOGH. I mean not, by making that statement, to attempt to influence your judgment on the pending resolution. [Laughter.]

The CHAIRMAN. Mr. Halprin?

TESTIMONY OF MR. HALPRIN

Mr. HALPRIN. Mr. Chairman, it is a fruition of many years for these gentlemen and what has for me almost become an obsession, the search for a theme for this memorial that would properly not only exemplify Mr. Roosevelt's point of view, but also provide for the country a place of beauty for all people.

The other remarks I have are exemplified in the report the Commission has, and a movie we would like to show you.

Is this an appropriate time to show it? It will take 14 minutes, and I think it will more adequately express our point of view than any words that I have.

The CHAIRMAN. Good. I would suggest we go on with the movie. Then we have some questions for you. Then there will be another panel coming up and some questions for them.

We have quite a lot to get done this morning.

[Audio-visual movie was shown.]

The CHAIRMAN. Thank you very much for a very telling presentation.

How much did the movie cost?

Mr. HALPRIN. \$50,000. It should have cost much more.

The CHAIRMAN. It is a good job, I think.

Senator Mathias, who is with us, if you would care to make a presentation?

TESTIMONY OF SENATOR MATHIAS

Senator MATHIAS. Mr. Chairman, a very brief statement.

I have looked forward to this day for a long time.

It is a great pleasure to be able to testify at last in favor of legislation to authorize the construction of a memorial to Franklin Delano Roosevelt. I must say, Gene, that this opportunity has been many years in coming.

A popular maxim with the ancient Romans—*festina lente*—I think describes the history of the Franklin Delano Roosevelt Memorial: Make haste slowly.

The first congressional resolution proposing a memorial to President Roosevelt was introduced exactly 32 years ago this month. I, myself, have been a member of the Franklin Delano Roosevelt Memorial Commission for upwards of 7 years. Many have served much longer.

In the years since a memorial to President Roosevelt was first proposed, two designs have been considered and then rejected. The process has been attenuated and frustrating. And, throughout the long, drawn-out affair, I have been reminded more than once of Cato's famous remark:

"I would rather that men should ask why no statue has been erected in my honor, than why one has."

In the case of a monument to FDR, the answer to that question is it took time to devise a memorial truly worthy of a man and leader of the stature of Franklin Delano Roosevelt. But the design we have before us now is as vital and dynamic and unique as FDR himself was. We have made haste exquisitely slowly but exquisitely well.

I will not dwell on the lovely design conceived by landscape architect Lawrence Halprin of San Francisco because you have his drawings before you. As you can see for yourselves, the memorial beautifully symbolizes the unusual combination of simplicity and sophistication, gaiety and solemnity of this great American President. It also amply reflects FDR's desire that a rose garden be planted in his memory.

But I would like to call the committee's attention to one aspect of the memorial that is particularly gratifying to me and which would be especially pleasing to FDR himself, I think.

The memorial has been planned with great sensitivity to the problems of the handicapped. Ramps will make the park accessible to those who, like President Roosevelt, cannot walk, and throughout the garden rooms of the memorial many quotations will be cast in Braille so that the nonsighted can participate fully in the experience of this memorial.

I am proud to have served on the Franklin Delano Roosevelt Memorial Commission and to have had a small part in bringing this project to fruition. I urge the members of this committee to act favorably on Senate Joint Resolution 142 and to authorize funds for the construction of this memorial which captures so well the essence of that remarkable man who led us through World War II.

Among the quotations inscribed on the bas reliefs in the memorial, I hope we will find FDR's final message to the American people, which he did not live to deliver:

The only limit to our realization of tomorrow will be our doubts of today. Let us move forward with strong and active faith.

It was Franklin Delano Roosevelt's great capacity to inspire hope in the American people and to communicate to them his unbounded faith in the future that established his greatness. The Franklin Delano Roosevelt Memorial will reaffirm that faith for present and future generations of Americans.

The CHAIRMAN. Thank you very much, Senator Mathias, for those eloquent words of support.

What is the reaction, Mr. Halprin, of the Roosevelt family to this memorial design?

Mr. HALPRIN. I have not personally spoken to any of them, but Mr. Keogh and Mr. Rowe have.

The CHAIRMAN. I know I spoke at some length with my own very good and old friend, Franklin Roosevelt, Jr. He is delighted with it. I was wondering what the other reactions were.

Mr. KEOGH. Mr. Chairman, I think I can assure you that John, a resident of Manhattan, with whom I am in contact fairly regularly, shares the same views as Franklin expressed to you. I am told by those two that Jimmy joins them in that regard. Anna is not with us any longer, and I think Elliott has been difficult to reach, to elicit from him his views, and I question the necessity for pursuing that any further.

Mr. ROWE. Mr. Chairman, I have talked to both Franklin and Jimmy. They have copies of the report, or they should have had in the mail; and, as I mentioned to you, I am going to take the film up, although the chairman says Franklin has seen it once, I am going to see him in Campobello—Campobello Roosevelt Commission, show it to him, talk to him then.

In a preliminary way he is extremely favorable. I have had only one previous personal conversation with Jimmy, but Jimmy was also favorable, I think.

The CHAIRMAN. Thank you very much.

I have a series of questions which we should get on the record.

First, what is the cost of the overall project?

Mr. KEOGH. The present estimate, which I think will be supported in greater detail by the spokesman for the Department of Interior, National Park Service, brings the escalative cost estimate to just short of \$46 million. But I think you will be informed by that spokesman, at least I hope so, and if you are not I will do it now, to tell you that the updating to 1978, the cost of the Lincoln, Jefferson, and Washington Memorials makes our present cost estimates fairly compatible with those memorials' cost.

The CHAIRMAN. These are National Park Service projections. I think their projection was the Lincoln Memorial would cost \$59,860,000; Jefferson Memorial, \$37,960,000; Washington Monument, \$45,260,000. Those are their projections as to today's dollars, real dollars. Actual cost at the time of the Washington Monument was dedicated in 1885 was \$300,000 contributed privately and \$887,000 appropriated federally. The total cost \$1,200,000.

Lincoln Memorial was dedicated in May 1922. Its cost in Federal funds was almost \$3 million.

The Jefferson Memorial, designed by John Russell Pope, was dedicated in April 1943. Its cost was \$3,395,000.

As I pointed out earlier, these are projections made by the National Park Service.

Along this line, as you will notice, the Washington Monument was one-third built by private citizens. Do you see any chance of public subscription for the Franklin Delano Roosevelt Memorial?

Mr. KEOGH. Mr. Chairman, under the original resolution creating the Memorial Commission, there was authority granted to the Commission to accept private contributions. It was then the expectation

that some of the late President's organized supporters would have contributed. I am fearful that one of the casualties of the passage of time is that those potential sources of private contribution are not as great today as they might have been 20 or more years ago.

The CHAIRMAN. In the case of the Washington Monument, private subscriptions paid about a quarter of it.

Mr. KEOGH. Mr. Chairman, I think I can assure you that the Memorial Commission will give consideration to the possibility of soliciting private contributions, but I hope that the form of the resolution approving and authorizing the construction will not make that a condition precedent.

The CHAIRMAN. How long do you think it will take to complete the Memorial?

Mr. KEOGH. It is expected it will take about 4 years. Much of that will be consumed by the preparation of necessary technical detailed working drawings, and another collateral aspect of it is that, as you noticed in the film, the site selected by the Congress was originally described by Thomas Jefferson as the mud bank. We must do some subsoil work to make certain that the memorial will stay where it is put and not go out to sea or anywhere else.

The CHAIRMAN. When do you expect your first funding if you get authorization?

Mr. KEOGH. The imponderables lying before us before that time will be the favorable action on the part of the Congress on the pending resolutions of approval and authorization. We hope that if that is done reasonably quickly, we might plan to appeal to the Congress for an item in a supplementary budget later this year or early in 1979 and not have to wait until the budget for fiscal 1980, where we still have in mind and have the hope that it will be well along toward completion by the centennial year of the late President's birth, 1882.

The CHAIRMAN. As you know, as a politician yourself, the public is very concerned about government costs now, probably more this year than during the past 18 years I have been here, more concerned in this year of 1978 than they have in any year that I have noticed since 1960.

As we also know, the Washington Monument was not completed—it was half started and then 20 years went by before construction was resumed.

Mr. KEOGH. That is still evident, Mr. Chairman.

The CHAIRMAN. The thought that goes through my mind, and this is a question directed more at the architect, whether there is any way that the Congress could approve parts of this at this time and postpone the downstairs room for the memorabilia and some of the other expenses to a later date? Certainly the downstairs room is not an inseparable item from the whole monument.

Mr. HALPRIN. By the downstairs room—

The CHAIRMAN. Bunker room, where the memorabilia will be.

Mr. HALPRIN. The interpretative center. Some of that would have to be done, Mr. Chairman, because of the maintenance function it performs for the Park Service. Portions of that that might be left out are few in number, really. In other words, it performs a service function for the memorial as well as interpretative and museum function.

The CHAIRMAN. If you were faced with one of these saber-cutting resolutions that come up ever so often, let us knock out 2 percent, 10

percent, 30 percent of this project, which often happens on the floor of our body at least, what would be the effect, just throwing those three figures at you, 2 percent, 10 percent, 30 percent, slashing; what would that do to your project?

Mr. HALPRIN. I have difficulty answering that because I am not sure I have really thought it through. I should point out that a considerable amount, not considerable, but a portion is to drive pilings down to bedrock. That is the way we are going to do it. We have not engineered it completely, but enough to know what we have to do. Those would have to be put in.

I think I would reserve an answer to that until we are at the point where I was faced with it.

Senator HATFIELD. Would the chairman yield?

The CHAIRMAN. Absolutely.

Senator HATFIELD. I would like to observe at this point that I think this committee, as the authorizing committee, ought to try to maintain the integrity of the full memorial. The matter of funding will be undertaken by the Appropriations Committees in the two respective bodies anyway. The factor of priorities of Federal spending will be carefully reviewed there. I think if we, as the authorizing committee, get into the matter of segmenting the overall design, it will do great harm to the basic integrity of the whole memorial.

I would, therefore, feel it would be incumbent upon us to accept the design or to reject the design in toto, and then, if there is to be a question as to the incremental funding or as to the timeframe of funding, then that would be more appropriately taken up by the Appropriations Committee.

Mr. KEOGH. Mr. Chairman, it will be the burden of the Memorial Commission to justify to the final penny every item of cost.

I would like to point out that my first year in the other body was as long ago as 1937, and my reaction is that the total appropriations to run the Federal Government amounted to about \$8 billion. I have forgotten what the total budget is at the moment. I realize how different comparisons sometimes are—

Senator HATFIELD. We are working at \$499 billion, sir.

The CHAIRMAN. How was the decision made that Mr. Halprin would be the architect? Has he always been the architect of the project?

Mr. KEOGH. Yes. It is expected that he will continue to serve as supervisory architect during the period of construction. It is one of the reasons we try to take good care of his health.

The CHAIRMAN. My question is: Has he been the architect from the inception? Who were the architects from inception?

Senator HATFIELD. How did we get Mr. Halprin?

Mr. KEOGH. During the late Attorney General Biddle's chairmanship of the Memorial Commission there was a very broad-based competition in which there were hundreds of proposed designs submitted. A distinguished jury of experts selected six of the proposals, and out of the six selected one. It was generally recognized that that was a very fine memorial, but it engendered some emotional opposition at the time. It was the one that was immediately dubbed "instant Stonehenge" and it was impossible to get away from that mischaracterization of it.

Thereafter, the Commission on Fine Arts, in its wisdom, reversed itself and issued a conditional approval of that design, and when the

modification was submitted to it, it disapproved the modification of the original design that it had ordered to be made. Thereafter we selected, out of about eight recognized architects, that Marcel Breuer, who submitted without competition—and the reason was not engaged in at that time, was that the rules of the American Institute of Architects was such that we were divesting ourselves of jurisdiction over it. He came in with a design, and when we sought the approval of that design in the other body, a substitute resolution, substitute language was offered and adopted by the House which required our starting anew.

It was then that we searched for the best and found Lawrence Halprin in San Francisco, who has proved to justify our selection.

The CHAIRMAN. Thank you very much.

I have to go before 12 o'clock to preside over the Senate. I have talked with the ranking minority member, who will wrap up the hearing.

I would like to get through my questions as quickly as I am able, because I then want to get to the other panel, the Interior panel.

How much has the Commission spent to date?

Mr. KEOGH. The Memorial Commission's annual appropriation for its housekeeping is in the neighborhood of \$25,000 a year. Its staff consists of one person, and the other expenditures were for travel for the members of the Commission.

The CHAIRMAN. What is the total amount the Commission has spent to date in designs, everything?

Mr. KEOGH. I would prefer, Mr. Chairman, if you would elicit that information from the National Park Service, because they are our housekeepers and bookkeepers, we have to take their word for it.

The CHAIRMAN. Fine.

In the past two designs advanced by the Commission and vetoed by the Fine Arts Commission, how much money was paid to those two designers?

Mr. KEOGH. My recollection is that the Pedersen-Tilney, which was the first prize-winning competition, was paid—I have not thought of it since—it was under the terms of the competition, they got a figure, I think, of about \$60,000; but I hope I can correct that if I am wrong.

The CHAIRMAN. Absolutely.

Mr. KEOGH. Marcel Breuer was paid on an hourly basis, I think. I have no recollection of that.

I sought, Mr. Chairman, to dismiss my influence of those abortive attempts to get on—it wasn't much, I will say that.

The CHAIRMAN. If those figures could be submitted for the record, so we could have a complete record.

The problem as you may gather that is nagging at me on this is that while nobody is more enthusiastic about a Roosevelt Memorial for many reasons, personal as well as in national interest, the cost of \$50 million bothers me. This will make this about the most expensive memorial we have ever built and for us to go into it at this time causes me some hesitation. Still we may well decide to do it.

Along these lines, I am trying to elicit the financial cost to date. What fees have been paid to the four sculptors to date, and what will be their fees for sculptors in the whole project?

If you do not have those figures at hand, please submit them for the record.

Mr. HALPRIN. That can be submitted. I think, if memory correctly serves me, the sculptors themselves, including the maquettes, and two major work sessions, and a period of 6 months of work, they each got approximately \$25,000.

Senator HATFIELD. Why do we not get those figures for the record precisely rather than guessing?

Mr. KEOGH. We are not hesitant about disclosing it.

The CHAIRMAN. That I understand.

Senator HATFIELD. Let's get them precisely.

The CHAIRMAN. I think they should be submitted for the record, and I will ask the staff to follow through on that.

[The information referred to, subsequently submitted to the committee by the Commission, is as follows:]

Public Law 372, 84th Congress, approved August 11, 1955 (69 Stat. 694) established the Franklin Delano Roosevelt Memorial Commission and authorized funds to begin the search for a site and design for a memorial to the late President Roosevelt. Including the original legislation and subsequent legislation, funds in the amount of \$395,000 have been authorized and appropriated to the Commission through fiscal year 1977. Of this \$395,000, a total of \$357,660 was actually expended through fiscal year 1977 (excluding obligations). In 1959 \$150,000 was authorized and appropriated to be expended by our Commission for the purposes of organizing a competition for plans for a design of a memorial. Of that total, \$40,000 was actually used to hold the competition and \$110,000 for prizes for the six finalists and ultimate winning design. Each of the six finalists received \$10,000. By accepting this money they were required to submit more detailed drawings and models of their proposals. In the second stage of the competition the July of Awards selected the design of the architectural firm of Pedersen and Tilney as the winners, which was unanimously approved by the Memorial Commission. The winners were awarded the additional prize of \$50,000, with the stipulation that as the winner of the competition they would be required to prepare and submit more detailed design requirements and models. This design was ultimately rejected.

The Commission then contracted with Marcel Breuer to prepare a design for a memorial. He was paid \$40,000 plus expenses for a design. This design did not receive the approval of the necessary agencies and commission. The expense of approximately \$9,000 was paid in addition to the \$40,000.

The Franklin Delano Roosevelt Memorial Commission has therefore actually expended a total of approximately \$158,660 over a 22-year period for operating costs—excluding the competition, prize money and Marcel Breuer's fee and expenditures.

An appropriation of \$25,000 was made in fiscal year 1978. Actual expenditure figures for fiscal year 1978 will be available in November of this year.

A budget request of \$20,000 has been made for fiscal year 1979.

In 1972 Congress authorized the Department of the Interior, at the request of the Memorial Commission, to participate in the formulating of plans and design for a memorial to President Roosevelt.

Since that time, a plan designed by Lawrence Halprin has received the approval of the Franklin Delano Roosevelt Memorial Commission, the National Park Service, the Commission of the Fine Arts and the National Capital Planning Commission.

In summary, appropriations for operating the Franklin Delano Roosevelt Memorial Commission through fiscal year 1977 totaled \$395,000. (Actual expenditures \$357,660) Appropriation for fiscal year 1978 was \$25,000. (Expenditure figures will be available November, 1978) A budget request has been made for fiscal year 1979 in the amount of \$20,000.

(The above figures do not include funds requested by the Department of the Interior for design concepts and Interior Department administrative costs therefrom.)

The CHAIRMAN. I understand John Benson is the stone carver for the project. He comes from my own home city, I know him well. He did stone carving at the Kennedy graveside in Arlington.

How many letters will he be doing? And will he be doing all the stone carving?

Mr. HALPRIN. He, himself, plus staff; it will take three men, I think he estimates, plus himself, 3 years to finish the carvings.

The CHAIRMAN. How long does it take to do a single letter?

Mr. HALPRIN. It depends on the size of the letter. It takes 3 hours usually to do a 6-inch letter.

The CHAIRMAN. It has to be done by hand?

Mr. HALPRIN. By hand, yes; and not by machine. It will not be sandblasted. It will be carved by hand. There are going to be between 8,000 and 9,000 letters of varied size, 18 inches to 4 inches in height.

The CHAIRMAN. I think it should also be put into the record the fees that have been paid to date to Mr. Halprin and his associates for the design and also an estimate of the overall architect's fee.

Mr. HALPRIN. We are very happy to do that.

Mr. KEOGH. I have been reliably informed that during the period of the first competition the six winning designs that were selected, out of which would be selected the final winning design, received \$10,000 each, and Pedersen-Tilney, the ultimate selection, received an additional \$50,000. Marcel Breuer received \$40,000, plus his out-of-pocket disbursements.

The CHAIRMAN. Could you give us the names of the sculptors with whom you have been working in developing this design?

Mr. HALPRIN. Yes. They are George Segel, Neil Estern, Leonard Baskin, Robert Graham.

The CHAIRMAN. Mr. Halprin, what were other major projects you have worked with in the past?

Mr. HALPRIN. I have been the designer of Ghirddelli Square in San Francisco; Portland downtown fountains and mall; the Seattle World's Fair, its conversion to a permanent park; Seattle Freeway Park; the plan for the Anacostia River here in Washington; Market Street in San Francisco, which is a long intricate urban development; the downtown plan for Cleveland, Ohio.

The CHAIRMAN. Thank you. That is a very distinguished list of buildings and projects in which you have been engaged.

I must say I like the idea of a project of this sort, where you use the environment, use the sky as the roof. Winter and summer, it will be meaningful for people who go through it.

The whole idea, to my mind, is very attractive and a wonderful one. As I said earlier, the only restriction in my own thinking is the state of our economy at this time.

Mr. KEOGH. Mr. Chairman, I realize the difficulty of comparing costs, when I am reliably informed that the conversion of the old Union Station in Washington to a tourist center cost upwards of \$60 million, and I am further informed that the present intention is to reconvert it back to a railroad station, and that will cost in the neighborhood of \$40 million. I doubt very much if that will represent as strong a tourist attraction as this memorial will in the District of Columbia.

It is about time that the District of Columbia got a new and unusual and attractive tourist attraction. This represents it.

The CHAIRMAN. Thank you.

As I understand it, you have OMB approval for this; is that correct?

Mr. KEOGH. Pardon me?

The CHAIRMAN. You have the administration's approval for this?

Mr. KEOGH. I think that the Department of the Interior will reflect that in its statement to be made to the committee.

The CHAIRMAN. Thank you very much indeed.

If you will stick around, I think Senator Hatfield will have some questions.

Mr. KEOGH. We are delighted always to be in his company. He has been of invaluable assistance in bringing us to the point where we are.

The CHAIRMAN. As our next panel we will have Under Secretary Joseph of the Department of the Interior, and Mr. Ronsisvalle and Mr. Parsons.

TESTIMONY OF HON. JAMES A. JOSEPH, UNDER SECRETARY, DEPARTMENT OF THE INTERIOR; ACCOMPANIED BY JOSEPH A. RONSISVALLE, LAND USE COORDINATION, NATIONAL CAPITAL REGION, NATIONAL PARK SERVICE; AND JOHN J. PARSONS, ASSOCIATE REGIONAL DIRECTOR, LAND USE COORDINATION, NATIONAL CAPITAL REGION, NATIONAL PARK SERVICE, DEPARTMENT OF THE INTERIOR

Mr. JOSEPH. My name is James A. Joseph. I am Under Secretary of the Interior.

With me is John Parsons of the National Park Service, and Mr. Ronsisvalle of the National Park Service.

The CHAIRMAN. You have a short statement, which I have not seen before. Maybe you would care to read that so I can absorb it.

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

The statement is short, and about a page of it is repetition of what you just saw in the film, so I think I will probably submit the statement for the record and simply share with you those things that are particularly relevant to this discussion.

Let me say at the outset, Mr. Chairman, that I am here today to present the administration's position on the resolution to authorize and direct the FDR Memorial Commission to proceed with the construction of the FDR Memorial. We support the Resolution 142, subject to revisions suggested in our departmental report.

Mr. Chairman, the administration supports this resolution, subject to the two restrictions I now want to cite.

In our departmental report to this committee we have submitted suggested revisions to the joint resolution. There are two basic revisions which I would like to describe.

First, the joint resolution is silent as to the design. We believe it should specifically authorize the construction of the memorial in accordance with the design approved by the Commission of Fine Arts on March 2, 1978.

The CHAIRMAN. Excuse me for interrupting, but is that the same design we have just been looking at here?

Mr. JOSEPH. Yes, it is.

Second, we believe that the roles of the FDR Memorial Commission and the Secretary are unclear, in that, while the Secretary is directed to construct the memorial, the Commission is authorized to select building materials and suppliers without regard to the advertising and negotiated purchase requirements of title 41, United States Code. These requirements apply to procurement by Federal officers in the course of acquiring services and materials in the construction of a facility and relief from such requirements is inappropriate. Thus, we believe that the Commission should retain its relationship as advisory to the Secretary and relief from advertising and negotiated purchase requirements should be deleted.

We would like to point out that the existing contractual relationship between the National Park Service and Mr. Lawrence Halprin, the designer, provides for a continuation of his services. Further, since the Commission selected the sculptors in an extensive review process in 1977, the sculptors and the foundries can be retained without further competition.

With regard to the selection of building materials, including granite and specimen plant material, we feel that the competitive process would be most cost-effective and would not sacrifice the integrity of the approved design.

Thank you very much, Mr. Chairman, for the opportunity of appearing before you today. I am available, as are the other members of the Department, for any questions you may have.

The CHAIRMAN. Thank you.

Before asking you any questions, I would like to ask Mr. Keogh if he would have any objections to those two amendments.

Senator HATFIELD. Mr. Chairman, I wonder if I could interrupt at this point? It seems to me that these represent some very profound changes in the law as it was originally conceived. We ought to try to either have the time to go into detail, because I think asking the chairman at this point just to comment on the matter of these three proposed changes—

The CHAIRMAN. Two.

Senator HATFIELD. There are three proposed changes that the Interior Department suggests. I would like to have the panel sitting together for a series of questions leading up to the conclusions, rather than asking for the conclusion first, if the chairman will yield on that point. I will be happy to sit through that period and develop the record for the chairman.

Mr. KEOGH. Mr. Chairman, we were advised of the suggested amendments on the part of the Department of the Interior just this morning. Rather than to give usual uninformed expression of opinion, we would prefer to have an opportunity to reflect on it.

My personal disposition is that I think that if it can be worked out practically, we would have no objection to not removing the limitations of the revised statute. But we are particularly anxious that we not be divested of our supervisory control over the project. This Memorial Commission is a creature of the Congress. What, in my opinion, you are witnessing here is the constant conflict as to whether

the executive branch will submerge the legislative branch into nothing. I am against that.

I should say, Mr. Chairman, I intend to be somewhat light with respect to my appraisal of the support of the administration, and I hope that I will be able, when I revise my remarks, to delete that reference. We welcome the support of the administration.

Mr. JOSEPH. Mr. Chairman, could I offer a comment? He suggest that we were seeking to submerge the legislature to the executive branch is something I would like to indicate that we had no such intention. As a matter of fact, what we are trying to do is to acquire authority to exercise stewardship that we have been given by the Congress in our role in the Department of the Interior.

The CHAIRMAN. I think there is obviously a difference of philosophical view. I do not think they are as great as they might be. The decision obviously will have to be taken by us. Do you see any way, Mr. Joseph, of reducing the cost so that we could move ahead with the project, but leave incomplete a portion of it for a period of years until it would seem a more opportune time to expend the funds, or do you think it should be done as one whole package?

Mr. JOSEPH. The third part of the revision that I think Senator Hatfield was referring to was our suggestion that there be authorized to be appropriated \$50 million to carry out the provisions of this act. That is what we are prepared to propose at this time.

As to the way in which it is appropriated, we think we can deal with that as we proceed on the project.

What we would ask at this time, that there be this authorization.

Mr. KEOGH. May I make a comment?

The CHAIRMAN. Certainly.

Mr. KEOGH. Mr. Chairman, I am philosophically opposed to creating a ceiling. I have found over the years that establishing a maximum tends to become a minimum, and establishing a minimum tends to become a maximum. We think in the general authorization we have provided in our form of the resolution, we are leaving to the Congress the year by year ability to determine whether we justify what we seek, rather than give us—put us in the position of saying, Well, you have authorized \$50 million, let us have the \$50 million, whether we know how to spend it or not. We want the Congress to retain its control.

In the measure you are dealing with artistry, which is usually very difficult to put in dollars and cents.

The CHAIRMAN. Mr. Joseph, what are the plans for making the memorial available? What are the parking plans?

Mr. JOSEPH. I will let Mr. Parsons answer that specifically, Mr. Chairman.

Mr. PARSONS. The observations which we have made during our studies about this project show us that 60 percent of our visitors currently arrive by either tourmobile or bus. The parking problems, which we have experienced in the past, in Washington, seem to have been alleviated by this mass transit method. We will be eliminating practically 300 parking spaces by the construction of this memorial. We have three or four alternative parking concepts which we will be exploring through the Environmental Impact Statement this fall.

The CHAIRMAN. Are those parking figures included in the overall \$50 million?

Mr. PARSONS. Yes.

The CHAIRMAN. What do you see as annual upkeep and maintenance of the memorial when completed in today's dollars?

Mr. JOSEPH. We are anticipating annual operating costs of about \$1,630,000.

The CHAIRMAN. What are the annual operating costs of the other three memorials: Jefferson, Lincoln, and Washington?

Mr. JOSEPH. Mr. Chairman, I better provide that for the record. I do not know precisely.

The CHAIRMAN. If you would supply those figures for the record, please.

Do you have a breakdown of the cost estimates and the annual operating costs broken down as well, that you could submit for the record?

Mr. JOSEPH. Yes, we have, Mr. Chairman.

The CHAIRMAN. If you have it with you, it would be grand to put it in.

Mr. JOSEPH. Yes, I have.

[The following was submitted for the record:]

PREPARED STATEMENT OF JAMES A. JOSEPH, UNDER SECRETARY OF THE
DEPARTMENT OF THE INTERIOR

Good morning, Mr. Chairman. I am pleased to be here today representing the Department of the Interior in support of Senate Joint Resolution 142. This resolution would authorize and direct the FDR Memorial Commission to proceed with the construction of the FDR memorial, and for other purposes.

In 1972, legislation was enacted to authorize the Secretary of the Interior to participate with the FDR commission in the planning and design of the memorial. In 1974, the commission selected and the National Park Service retained Lawrence Halprin and Associates, San Francisco, California, to design the memorial. The design concept was approved in 1975 by the FDR commission, the National Capital Planning Commission, and the Commission of Fine Arts. Final revised designs were approved by the Commission of Fine Arts on February 22, 1977. On March 2, 1978, The Commission of Fine Arts approved final design of the memorial and the concept of multiple sculpture by five American sculptors.

The memorial, unlike other architectural memorials in Washington, D.C., is a landscaped garden which has evolved from the concept of portraying multiple images of Mr. Roosevelt rather than the traditional single figure concept of memorial design. The result is a series of garden spaces which contain sculptural images of Mr. Roosevelt combined with quotations. These spaces are linked by a continuous series of granite walls which vary in height from 12 to 14 feet. The walls provide the element upon which the sculpture and the quotations are displayed.

As part of the design process, a cost estimate has been developed. The total cost of the memorial including design refinements and administrative costs is \$46 million. It is anticipated that a period of 4 years will be required to complete the design refinements and construct the memorial. It is estimated that personnel services and support costs, as well as the utilities, will be \$1,630,000 to operate, police, and maintain the memorial upon its completion.

In our departmental report to this committee we have submitted suggested revisions to the joint resolution. There are two basic revisions which I would like to describe today. First, the joint resolution is silent as to the design. We believe it should specifically authorize the construction of the memorial in accordance with the design approved by the Commission of Fine Arts on March 2, 1978.

Second, we believe that the roles of the FDR Memorial Commission and the Secretary are unclear, in that, while the Secretary is directed to construct the memorial, the commission is authorized to select building materials and suppliers without regard to the advertising and negotiated purchase requirements of title 41, United States Code. These requirements apply to procurement by Federal officers in the course of acquiring services and materials in the construction of a facility and relief from such requirements is inappropriate. Thus,

we believe that the commission should retain its relationship as advisory to the Secretary and relief from advertising and negotiated purchase requirements should be deleted. We would like to point out that the existing contractual relationship between the National Park Service and Mr. Lawrence Halprin, the designer, provides for a continuation of his services. Further, since the commission selected the sculptors in an extensive review process in 1977, the sculptors and the foundries can be retained without further competition. With regard to the selection of building materials, including granite and specimen plant material, we feel that the competitive process would be most cost effective and would not sacrifice the integrity of the approved design. Thank you for the opportunity of appearing here today and I am available for any questions the committee might have.

Franklin D. Roosevelt Memorial

Site preparation-----	\$672, 870
Granite walls, fountains, and paving including concrete substructure-----	10, 021, 370
Fountain hardware-----	1, 300, 000
Granite benches and trash containers-----	337, 500
Carved inscriptions and signs-----	445, 000
Utilities-----	1, 667, 150
Planting and irrigation-----	1, 584, 480
Roadways and parking areas-----	729, 920
Rehabilitation of playfields-----	252, 300
Interpretive center, bus shelter, and restrooms-----	6, 624, 740
 Total-----	 23, 635, 330
General conditions and special requirements-----	1, 023, 400
Insurance, permits, bonds-----	246, 600
General construction fee (5 percent)-----	1, 245, 300
Contingencies-----	1, 245, 300
 Total construction current-----	 27, 395, 930
Escalation July 1978 to 1981—25 percent-----	6, 849, 000
 Total-----	 34, 244, 930
Sculpture-----	5, 630, 000
Exhibits-----	650, 000
Design, contract specifications, construction supervision-----	4, 500, 000
Interior Department administrative costs-----	921, 700
 Grand total-----	 45, 946, 630

The CHAIRMAN. Could you give us a breakdown of actual costs, \$50 million breakdown and annual cost afterwards?

Mr. JOSEPH. OK. Grand total that we have estimate for is \$45,946,630.

The CHAIRMAN. The grand total for this year is \$25 million?

Mr. JOSEPH. Grand total for the project is \$45,946,630. As far as operations is concerned, the breakdown I have is not as complete as the one I have just submitted; so I will also submit that for the record.

The CHAIRMAN. What manpower will you need to run to when it is completed?

Mr. JOSEPH. We are talking about approximately 45 persons, permanent positions.

The CHAIRMAN. Did you have the figures for what the manpower requirements are for the other three memorials?

Mr. JOSEPH. No, I do not.

The CHAIRMAN. Will you submit those for the record, too?

Mr. JOSEPH. Yes.

[Information subsequently submitted to the committee follows:]

ANNUAL OPERATIONAL COSTS AND STAFFING COMPARISONS FOR MAJOR PRESIDENTIAL
MEMORIALS WITHIN THE MALL IN WASHINGTON, D.C.

This cost and staffing analysis has been developed to provide a comparison between the proposed Franklin Delano Roosevelt Memorial and the Lincoln and Jefferson Memorials and the Washington Monument.

These costs and staffing comparisons are based on a 16-hour per day, 7 days per week operation between Memorial Day and Labor Day. The remainder of the year the memorials are operational 12 hours per day, 7 days per week. Further, law enforcement is provided at each memorial (1 person per memorial) on a 24-hour basis using three shifts year-round. The operational costs also include electrical costs. The staffing includes permanent positions as well as temporary personnel who are retained during the peak visitor season. The staffing includes supervisory personnel as well as interpretive, maintenance, and law enforcement.

Annual operational costs

Lincoln Memorial	\$865,600
Staffing:	
Permanent	24.8
Temporary	17.9
Jefferson Memorial	\$808,300
Staffing:	
Permanent	21.4
Temporary	19.5
Washington Monument	\$914,750
Staffing:	
Permanent	31.2
Temporary	29.6
FDR Memorial	\$1,628,290
Staffing:	
Permanent	49.0
Temporary	24.0

The CHAIRMAN. My recollection is that it would be quite a lot more for the FDR Memorial. At the Jefferson Memorial, you rarely see more than one person, and at the Lincoln Memorial, maybe one or two. Why would there be more needed here?

Mr. PARSONS. The other memorials which you are referring to are managed in a package under a blanket umbrella of what we call monuments and memorials, which is the entire Mall area. We felt, due to the design and the sophisticated maintenance which would be required, that we should staff this as we do other major park areas, which have its own management unit. That is why we have selected out the 45 personnel, which would include Park Police, maintenance, interpretation, and administration.

The CHAIRMAN. I do not quite understand why more of these functions are needed with this memorial than with the Lincoln Memorial, for instance.

Mr. PARSONS. I am not sure that it would, if we break it out. I should not guess, so I will not. We will provide for the record how many people are involved in managing those other three memorials.

The CHAIRMAN. Will the National Park Service have rangers attached to the project or will they be civil service employees?

Mr. PARSONS. Rangers?

The CHAIRMAN. Rangers.

Mr. PARSONS. Rangers are civil service employees.

The CHAIRMAN. I realize that. Will they be in uniform?

Mr. PARSONS. Yes.

The CHAIRMAN. What was the environmental impact statement of the memorial? Did you have an environmental impact statement made?

Mr. PARSONS. Mr. Chairman, we will be circulating the environmental impact statement in August with hearings in September. The major impact of the memorial, if they are major, involve traffic circulation and parking, which you have previously mentioned. All of the ball fields and the activities that occur in West Potomac Park now will be retained.

The CHAIRMAN. What will be the relationship with the playing fields and sports fields that are nearby? Will you have locker facilities available for people playing in the games?

Mr. PARSONS. Locker facilities are not contemplated, no.

The CHAIRMAN. What is the total amount the Commission has spent so far since its inception?

Mr. JOSEPH. Mr. Chairman, \$1.3 million is the figure I have up to this point, and all of those funds have been spent.

The CHAIRMAN. How much?

Mr. JOSEPH. \$1.3 million.

The CHAIRMAN. That is very modest. And in how many years is that, 20 years now?

Mr. PARSONS. The Interior Department's involvement commenced in 1972 as far as the design of the memorial. What Mr. Joseph was telling you was, that \$1.3 million has been appropriated for the design only in the last 4 years.

The CHAIRMAN. I see. But then more than that has been spent. Could you submit for the record the total amount the taxpayers have spent for this project from original passage of the Commission until today?

Mr. PARSONS. I think with the aid of the Commission——

The CHAIRMAN. I asked the Commission and they referred me to you. But between you both, if you could submit that?

Mr. JOSEPH. We will do what we can, Mr. Chairman.

[The information referred to, subsequently supplied to the committee, is as follows:]

DESIGN COSTS

The Department of the Interior has received appropriated funds in the amount of \$1,318,000 for the design of the memorial; \$991,756 has been obligated under contract by the National Park Service; and \$176,244 has been allocated for Interior Department administrative costs. As of this time, a balance of \$150,000 remains to cover additional costs connected with the memorial design such as: printing the memorial report, printing of the draft environmental impact statement, hearing cost related to the environmental impact statement in compliance with the National Environmental Policy Act, and cost overruns related to design refinements.

The following is a cost design breakdown to date:

Design fees.....	\$352, 627. 00
Technical consultants.....	281, 778. 00
Soil analysis and surveys.....	60, 351. 00
Presentation materials (movie, report).....	91, 000. 00
Draft environmental impact assessment and statement.....	106, 000. 00
Sculptures (sketches and models).....	100, 000. 00
Total	991, 756. 00

The CHAIRMAN. I will be moving along, but I believe that the overall concept of this design, beauty and tranquillity, are great. I think it is a good concept and one that I have the greatest sympathy for.

The only question is that of money, and whether we really should, at this time, move into a \$50 million expenditure. That is the question this committee will have to wrestle with.

I have a hunch we will probably come out in support, but it should be discussed between ourselves.

Senator HATFIELD. Absolutely.

The CHAIRMAN. There are various statements, including one of mine, that I would like to put in the record. I thank all of you for your patience in being here today. I will now turn the hearing over to Senator Hatfield.

[The following was submitted for the record:]

PREPARED STATEMENT OF HON. CLAIBORNE PELL, CHAIRMAN, COMMITTEE
ON RULES AND ADMINISTRATION

I believe a fitting tribute to President Franklin Delano Roosevelt in the Capital City of our Nation would be most appropriate, indeed. Such recognition on a scale with his Presidency is overdue and should capture the magnitude of those tumultuous years when he was in the White House.

It has been 33 years since his death in 1945. There was no visible marker or memorial to him for more than half of that time. For the past 13 years, there has been a simple white slab of marble on a triangular plot of grass on Pennsylvania Avenue across from the National Archives dedicated to his memory.

On it, a simple inscription reads: "In Memory of Franklin Delano Roosevelt, 1882-1945." This memorial was placed there in keeping with his wishes expressed to Supreme Court Justice Felix Frankfurter. He said he wanted such a memorial to be plain, without ornamentation, and with a simple carving.

However, the Nation, its leaders and its people have long felt otherwise. In 1946, the first of several steps were taken, both in the Congress, and with the Franklin Delano Roosevelt Memorial Commission, to establish a fitting memorial to his memory.

After years of study, deliberations, some controversy, and at least two rejections of past design proposals, there appears to be agreement on what kind of a memorial should honor F. D. R.

It is interesting to note that probably half of the people of this country now living were not alive when he died. Yet, so great was the impact of his Presidency, and so great were the issues of his time that the image of F. D. R. remains very strong in the Nation's consciousness.

It now appears to be the time to move ahead to authorize the construction of what is hoped will be a most fitting and moving memorial to one of our truly great Presidents. It will have as its neighbors the memorials to Lincoln, Washington, and Jefferson.

What is proposed is a most interesting and unique design, that of a living outdoor memorial combining landscaping, trees, shrubbery, water, and sculptures in bronze to highlight the Roosevelt years.

This would be within a 12-acre memorial environment spread out for 1,000 feet along the Tidal Basin in West Potomac Park. As to this proposal, as I have noted, it is interesting and intriguing. Since I have only a brief acquaintance with it as this time, and as one more used to traditional memorials as those to Lincoln and Jefferson, I am not able to judge its merits and qualities without further thought and study.

The design does have the approval of the Memorial Commission, the Roosevelt family, the Commission on Fine Arts, and the National Capital Planning Commission.

As one who was a youth when Roosevelt first became President, who served in World War II, whose father was minister to Portugal and Hungary under Roosevelt and was an old college friend and political colleague of President Roosevelt, and who, as a young Coast Guard Reserve ensign, once dined with his Commander-in-Chief during World War II in the White House, I have vivid and very personal memories of F. D. R.

He was a great and moving force in everyone's life at that time, and now, many years later, I think back with much fondness and nostalgia of that period.

Roosevelt remains a giant of his time, whose deeds and actions will have great influence in our lives today.

A moving and noble memorial on the grand scale of a Lincoln or Jefferson would be most appropriate. If I have any reservations at this time, it would have to be that of cost, rather than the kind of memorial or its location. Simplicity is always appropriate. The project cost of \$50 million seems quite high to me and I raise the question whether this cannot be scaled down. I believe much thought must be given to both the cost and the design, but particularly to the expense.

I cannot stress strongly enough how important I consider it that we look not once, but twice, or more, at the cost factor, especially in this age with skyrocketing inflation and cost overruns that add so greatly to any construction programs.

I realize we are building for ages to come with this memorial. Millions of Americans for generations ahead will visit the Roosevelt Memorial to marvel at the man and his time.

The Memorial Commission has done a fine job for many years and I want to thank it and its members and express my appreciation. I hope its hard work will soon come to an end.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
Washington, D.C., July 25, 1978.

HON. CLAIBORNE PELL,
Chairman, Committee on Rules and Administration, U.S. Senate,
Washington, D.C.

DEAR MR. CHAIRMAN: This responds to your request for the views of this Department on Senate Joint Resolution 142, a joint resolution "To authorize and direct the Franklin Delano Roosevelt Memorial Commission to proceed with the construction of the Franklin Delano Roosevelt Memorial, and for other purposes."

We recommend the enactment of the enclosed draft substitute joint resolution.

S.J. Res. 142 authorizes and directs the Secretary of the Interior, subject to the supervision and approval of the Franklin Delano Roosevelt Memorial Commission, to construct the Franklin D. Roosevelt Memorial on a portion of West Potomac Park in the District of Columbia in an area reserved for that memorial by a joint resolution approved September 1, 1959 (Public Law 86-214). The Memorial Commission is authorized to select, without regard to the requirements of 41 U.S.C. 5 and 41 U.S.C. 252(c) (3), the exact location, building materials, foundry, sculptor, designer, and design of this memorial. 41 U.S.C. 5 and 41 U.S.C. 252(c) (3) require that purchases for supplies, services, and property in excess of \$2,500 for the Government be made only after advertising a sufficient time previously for proposals.

S.J. Res. 142 further provides that the Secretary of the Interior shall be responsible for the maintenance and care of the memorial. The joint resolution also exempts the Secretary from the provisions of 41 U.S.C. 5 and 41 U.S.C. 252(c) (3) in providing maintenance for the memorial.

A memorial to President Franklin D. Roosevelt has been proposed since legislation was first introduced in 1946. The Franklin Delano Roosevelt Memorial Commission was established in 1955. The Commission selected a site in West Potomac Park which was reserved by a joint resolution of the Congress and approved by the President in 1959.

The Commission held one of the world's largest design competitions (750 entrants) in 1960. The winning design in the competition was a large architectural memorial, commonly called "Stonehenge." Due to its massive scale, this proposed memorial competed with the Jefferson and Lincoln Memorials and the Washington Monument. During the 60's, this design was revised but was still rejected by the numerous commissions and critics throughout the city.

In 1969, the President by proclamation designated the 66 acres between Independence Avenue and the Inlet Bridge as the site for the Franklin Delano Roosevelt Memorial park area of West Potomac Park. The proclamation also stated that the memorial could not occupy more than 27 acres of the site.

In 1972, legislation was enacted to authorize the Secretary of the Interior to participate with the FDR Commission in the planning and design of the memorial. In 1974, the National Park Service retained Lawrence Halprin and Associates, San Francisco, Calif., to design the memorial. The design concept was approved in 1975 by the National Capital Planning Commission and the Commission of Fine Arts. Final revised designs were approved by the Commission of Fine Arts

on February 22, 1977. On March 2, 1978, the Commission of Fine Arts approved the final design of the memorial and the concept of multiple sculpture by four American sculptors.

The proposed memorial, unlike other architectural memorials in Washington, D.C., is to be a landscaped garden which has evolved from the concept of portraying multiple images of Mr. Roosevelt rather than the traditional single figure concept of memorial design. The result will be a series of garden spaces which will contain sculptural images of Mr. Roosevelt combined with quotations. These spaces will be linked by a continuous series of granite walls which will vary in height from twelve to fourteen feet. The walls will provide the element upon which the sculpture and the quotations are to be displayed. Since water was an extremely important element in the life of President Roosevelt, it has been included as a major element in the memorial in the form of waterfalls, pools, and runnels.

Extensive landscaping will be included, and careful attention will be given to protecting the existing mature plants on the site. The garden walk is approximately 1,100 feet long. As FDR was one of the first Presidents to communicate with the people through newsreels and radio, this will be a feature of the memorial in an interpretative facility. The memorial will occupy approximately ten acres within West Potomac Park. The existing ball fields within West Potomac Park will be reoriented so that no playing field space is lost.

We have prepared a cost estimate for construction of \$46.0 million, which includes lump sum memorial construction costs of \$34.3 million, sculpture costs of \$5.6 million, interpretive center costs of \$7 million, and administrative costs and architect's fees of \$5.4 million. We estimate that annual operating costs after completion of construction will be \$1,630,000. This includes \$672,000 for salaries and \$400,000 for utilities and other operating costs.

We recommend enactment of the enclosed draft substitute joint resolution for the following reasons.

Whereas S.J. Res. 142 is silent as to design, our substitute joint resolution specifically authorizes the construction of the memorial in accordance with the design approved by the Commission of Fine Arts on March 2, 1978, thus precluding any delay or misunderstanding about the design of the memorial.

The roles of the Secretary and the FDR Memorial Commission are not clearly defined in S.J. Res. 142. While the Secretary is directed to construct the memorial, the Commission is authorized to select building materials and suppliers. Since the National Park Service has administered the design contract as a service to the FDR Memorial Commission for five years, we believe it is preferable that the Secretary be guided, rather than supervised, by the Commission. This would also provide continuity of supervision, since the Secretary will be responsible for maintenance and operation of the memorial.

In addition, we do not believe that the circumstances of the design and construction of this memorial require an exemption to the requirements of 41 U.S.C. 252(c)(3). We also do not believe that such an exemption should be provided in regard to maintenance and care of the memorial. Accordingly, these exemptions are not included in our draft substitute resolution. In this regard, we would like to point out that the existing contractual relationship between the National Park Service and Mr. Lawrence Halprin, the designer, provides for a continuation of his services. Further, since the Commission selected the sculptors in an extensive review process in 1977, the sculptors and the foundries can be retained without further competition. Concerning the selection of building materials, including granite and specimen plant material, we feel that the competitive process would be most cost effective and would not sacrifice the integrity of the approved design.

Our draft substitute resolution further specifically makes the memorial a part of the National Park System, as are other Presidential memorials in the city.

If the substitute joint resolution is enacted, this Department supports the construction of this fitting memorial to President Roosevelt.

The Office of Management and Budget has advised that there is no objection to the presentation of this effort from the standpoint of the Administration's program.

Sincerely,

JAMES A. JOSEPH,
Under Secretary.

Enclosure.

JOINT RESOLUTION Authorizing the construction of the Franklin Delano Roosevelt Memorial in the District of Columbia, and for other purposes

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to construct the Franklin Delano Roosevelt Memorial, in accordance with the design, plans, and specifications developed by the Franklin Delano Roosevelt Memorial Commission and approved by the Commission of Fine Arts on March 2, 1978, on that portion of West Potomac Park in the District of Columbia which lies between Independence Avenue and the inlet bridge reserved for the memorial by the Joint Resolution approved September 1, 1959 (Public Law 86-214).

SEC. 2. The Franklin Delano Roosevelt Memorial shall be operated and maintained by the Secretary of the Interior subject to the provisions of the Act of August 25, 1916 (39 Stat. 535), as amended and supplemented. The Secretary shall be guided by the advice and recommendations of the Franklin Delano Roosevelt Memorial Commission with regard to the exact location, building material, sculptors, foundries, and design details.

SEC. 3. There is authorized to be appropriated \$50,000,000 to carry out the provisions of this Act.

NATIONAL CAPITAL PLANNING COMMISSION,
Washington, D.C., July 24, 1978.

HON. CLAIBORNE PELL,
Chairman, U.S. Senate, Committee on Rules and Administration,
Washington, D.C.

DEAR SENATOR PELL: In response to your letter of July 17, 1978, I am pleased to provide you the views and reactions of the Commission to the current plans and designs for the proposed Franklin Delano Roosevelt Memorial.

The Commission has supported the concept of locating the Franklin Delano Roosevelt Memorial in West Potomac Park over the years, feeling that such a location is in keeping with the overall plan for the Nation's Capital and is compatible with the nearby Washington Monument and Lincoln and Jefferson Memorials. The Commission first reviewed the concepts for the current plans and designs on June 26, 1975, and approved them with certain recommendations for development refinements. The Commission felt that the concepts provided an appropriate design for the memorial in its beautiful park setting.

On May 4, 1978, the Commission had an opportunity to review the current plans and designs and to see how the Franklin Delano Roosevelt Memorial Commission had responded to its earlier recommendations made at the time of the review of concepts. Because an Environmental Impact Statement is required in connection with any further Commission action on the memorial, the Commission, under the requirements of the National Environmental Policy Act of 1969, could take no formal action at the time of its May 4th review and will not be able to take further action on the plans until the environmental review process is completed. At the presentation to the Commission on May 4th, however, the Commission members reacted very favorably to the current plans. These plans respond positively to the recommendations the Commission made in its 1975 approval of the concepts, and we believe they provide an excellent design for a memorial that will be a major contribution to the Nation's Capital.

Thank you for the opportunity to comment on the memorial plans and designs. If we can be of further assistance in the Rules Committee's consideration of this project, please call upon us.

Sincerely,

DAVID M. CHILDS,
Chairman.

THE COMMISSION OF FINE ARTS,
Washington, D.C., July 21, 1978.

HON. CLAIBORNE PELL,
U.S. Senate,
Washington, D.C.

DEAR SENATOR PELL: I am happy to reply to your letter requesting the views of the Commission of Fine Arts regarding the designs for the Franklin Delano Roosevelt Memorial and S.J. Res. 142 which would authorize its construction.

At its meeting on March 2, 1978, the Commission of Fine Arts approved plans for the design, including the landscaping, preliminary plans for the Visitor Center and a scheme for the incorporation of several elements of sculpture. The Commission requested that final plans for the details of the Center, and larger and more precise study models of the sculpture be submitted to the Commission for further review as they are developed. This is a normal procedure for any project as complex as the F.D.R. Memorial, and we see no reason why these additional steps in the review process should hold up consideration of legislation that would allow the development of the Memorial to proceed.

After many submissions of different concepts for the design of an appropriate memorial to Franklin Delano Roosevelt, the Commission believes that the present solution finally meets all of the objectives we felt were necessary to achieve. It has a sense of dignity and repose that is entirely fitting for its setting near the other memorials. It respects in every sense the landscape of the park, its trees, and the walkways and views of the Tidal Basin. In fact its pools and fountains should do a great deal to enhance the quality of the site, and at the same time lend a feeling of uniqueness that will set it apart from the other memorials, one of the most difficult features that has eluded all other design efforts up till now. If the sculptural elements achieve the same sophistication as the landscape design, and we have every reason to believe they will, the finished memorial should satisfy every objective of the original program.

If you have additional questions you would like to ask or feel that we should attend the hearings on July 26, please let us know. We will be most happy to be there.

With all best regards,
Sincerely yours,

J. CARTER BROWN,
Chairman.

EXECUTIVE OFFICE OF THE PRESIDENT,
OFFICE OF MANAGEMENT AND BUDGET,
Washington, D.C., July 25, 1978.

HON. CLAIBORNE PELL,
Chairman, Committee on Rules and Administration, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: This is in response to your request for the views of the Office of Management and Budget on Senate Joint Resolution 142 "To authorize and direct the Franklin Delano Roosevelt Memorial Commission to proceed with the construction of the Franklin Delano Roosevelt Memorial, and for other purposes."

The Office of Management and Budget would support enactment of this legislation if amended as recommended by the Department of the Interior in a separate letter which we undersand is being delivered to the Committee today.

Sincerely,

NAOMI R. SWEENEY,
*Acting Assistant Director
for Legislative Reference.*

Senator HATFIELD. Thank you, Mr. Chairman.

The CHAIRMAN. I would also add I think we ought to have the record open for a week in case there are any additions or completions of questions that have been asked. I leave you to try to work out a compromise between the three points that the Department of the Interior suggested.

Senator HATFIELD. Mr. Chairman, we could resolve them within the next 10 minutes, I am sure.

The CHAIRMAN. Great. Good luck.

Senator HATFIELD. Mr. Joseph, I first of all want to thank you for the marvelous services that have been rendered on your behalf and the Department's behalf by John Parsons and Joe Ronsisvalle. They

have been of the highest caliber in their total performance, and most cooperative, just delightful to work with.

They reflect well on the Department in every respect.

Mr. Joseph, how long have you been involved or personally knowledgeable about this project?

Mr. JOSEPH. Well, different degrees of knowledge. I obviously heard about it before my appointment, but the Department of the Interior has been working on it for the whole time I have been there.

Senator HATFIELD. On a day-to-day basis, it has been pretty much a delegated responsibility, I would assume?

Mr. JOSEPH. It is not the operating responsibility of the Under Secretary of the Interior to coordinate this project, if that is what you mean. That is within one of our bureaus, the National Park Service.

Senator HATFIELD. Could you give us any feedback that you have had or any general assessment of the feeling of your Department in their working relationship up to this time with the Roosevelt Memorial Commission?

Mr. JOSEPH. Well, I have not specifically asked anybody that question, but I have no reason to believe that it has not been a good working relationship.

Senator HATFIELD. In other words, you would reflect back perhaps some of the same feeling of warmth that we have had toward your Department in our working relationship—I mean you have not had any negative responses or reactions, is that correct?

Mr. JOSEPH. Since you have made those laudatory comments about Mr. Parsons, and he has direct relationship, why do we not let him answer this? I have not had a relationship.

Senator HATFIELD. I want to make sure at your level in the Department that everything has been harmonious to your knowledge.

Mr. JOSEPH. Yes. It has been harmonious, because I have not had any direct ongoing contact with the Commission. I will let Mr. Parsons tell you about this.

Mr. PARSONS. Yes. Mr. Ronsisvalle, myself and others have worked with the Commission, as you well know, since 1974, sometimes on a daily basis, otherwise weekly. It has been a distinct pleasure to work with the Commission. We have had little if any conflict that I can recall, excellent communications, and we are generally pleased with our relationship.

Senator HATFIELD. Thank you.

I wanted to establish that particular point for the record because I note in your testimony you have recommended that a basic change be made in the relationship between the Commission and the Department, a revision of the relationship from one of supervisory to advisory.

Mr. Secretary, this seems to me to not be of really great importance for the simple reason that, in the supervisory relationship the Commission now enjoys and has been involved in over this period of time with your agency, it has been, I believe, a very harmonious, and satisfactory relationship. I frankly am puzzled as to why you seek to change that relationship based on the experience we have had through the very difficult days. I would say probably the most difficult days of the Commission's life are coming to a conclusion, and in making its final recommendation, we could not have done so without the Department. We actually could not have accomplished it. Therefore, I would

like to ask you why you want to change at this time; that relationship from the supervisory role that we have exercised—I am speaking now as a member of the Commission—to merely an advisory relationship?

Mr. JOSEPH. Surely, Senator, let me say I see no basic contradiction between having had a harmonious relationship up to this point and the proposed revision that I have submitted this morning. The Commission has taken this project from its original inception as an idea, and they have taken it to its present fine level of detail. We think that is admirable, and I would offer the same compliments to them that you offered to our people.

But we are now about to move into the next phase of the development of this project. It is a phase in which the Department of the Interior and the National Park Service particularly has specific experience and has stewardship responsibilities mandated, and we feel at this point that they should assume the role that other advisory committees to the Secretary should assume, and be advisory. They should not have authority to direct the Secretary in carrying out his responsibility as Secretary of Interior.

Senator HATFIELD. Mr. Secretary, there is a very major distinction here. There are advisory commissions to the Secretary. We have had a forestry program, we have had a land program, and we have had advisory commissions that have been set up to advise the Secretary who had the generic responsibility assigned to him by an organic act.

But in this case, the organic act and the generic responsibility were assigned to the Memorial Commission. It is by statute an entity that has been created by the Congress to perform certain functions, given authority to contract with your Department to execute those responsibilities, directed and defined by the Commission. That is a total contrary relationship as, say, between advisory commissions or advisory bodies that have been created by statute to advise the Secretary of Interior from the very beginning.

So, consequently, it seems to me that this is a definite delineation between a Commission of this kind and those commissions which have been acting in advisory roles to the Secretary.

Now, because this has been primarily a delegated responsibility or, let us put it this way, it has been a delegated day-to-day responsibility by the Secretary to Mr. Parsons and Mr. Ronsisvalle, it would indicate to me that those relationships, which have been so well developed and so well executed, should not be disturbed at this time, for I can assure you, as one member of the Commission, I totally disagree with your recommendation on this, and will do everything I can in this committee to obligate it.

I do not want to get into a confrontation with the Department at the time we have such a compatible relationship. I therefore would like to see you withdraw that recommendation or at least not to pursue it at this time, because I just feel that we should do nothing to disturb this relationship that has been so beautifully raised and executed in pursuing a common objective.

Mr. JOSEPH. Senator, let me say I share your concern to avoid any confrontation, and that is not my intention at all. I think the point I have been trying to make is that we have reached a clear line of demarcation. I do not question the organic responsibilities of the Com-

mission that it has had up to now, and the advisability of that being a separate function. I am simply suggesting that as we move into this other phase, I would suspect at some point you do anticipate the Department would have a direct operating responsibility for that facility. I am saying, as we move into procurement, as we move into some of the things that we feel ought to be competitive, we are moving into areas in which the National Park Service has had wide experience in serving as steward of the people's money. I am simply suggesting it may be wise to consider whether we ought, at this point, move into different organizational relationships.

Senator HATFIELD. Well, I appreciate your very careful review of this whole project, and even though we may disagree on this particular recommendation, I find that it is evidence of your very careful review, and I commend you for that.

I just feel that we have had this particular relationship up to this time during which we have had to seek out procurement of services during a time in which we have had to make selection of various and sundry items that would be considered as part of the memorial, during a time when we have had to deal with other agencies the planning commissions that are constituted by law; and during a time we have had to make judgments, evaluations, assessments, decisions.

And, Mr. Secretary, they have been made in total agreement, at least to my knowledge, with the Park Service representing the Department of Interior. No one has felt circumscribed by his basic responsibilities assigned by law. No one has felt a jurisdictional dispute at any time. It has been just an amazing relationship.

Now we are going to a phase of construction. It disturbs me in raising this question in this priority, because there are four points you have made in recommending change in the original resolution. I take this as the first one, for the simple reason that you indicate the manner of bidding procedures, and I would certainly be willing to yield on that single-source contract and procedure. I do not have any personal problem in yielding to your recommendation on that, but not for the reason that you gave. You gave two reasons. You gave a legal reason, which I accept. You gave another reason, about the bidding process, that we are not necessarily locked into particular granite in South Dakota. I think that is the wrong reason. I think the legal basis is the right reason.

Let me tell you why it is the wrong reason. When you get into a matter of procurement of materials you have to be very sure those materials are going to fulfill the vision, dream, plans, design, set forth by those who have been hired to do this. You can get the wrong material and totally ruin the whole concept.

Granite is not just granite, and marble is not just marble. There are great variations. I did not realize this so much until I visited a marble plant here in Washington and saw the literally hundreds of various types of marbles, not just the obvious color differentiations in marbles, but various qualities. This particular form of granite was picked because it fit into the total concept.

Now, you and I are not artistic, perhaps—I certainly am not—sometimes I think artists get really hung up on minor points; but when I see the completion of their project, then I see that everything fits together in such precise terms that my understanding could not catch it because I am not so constructed.

So I do feel that it is very important to get the precise material, rather than going out on bidding and say we want so many tons of granite of a pinkish color I just do not think we can send out a bid that way.

So I would only indicate that I think we can compromise with your single-source phrase, that we can delete that.

No. 2, I think also you say "specific design" is not mentioned in the resolution. What would it be if we used the words "the general design," giving the flexibility, because some of that design is not yet completed that is now before this committee. Some of it will be completed in an evolutionary sense, as we go along. I would not want to get locked into a situation where, as we get into the project, we are not able to change without going through some change order problem and all that goes with that.

What would be your feeling if we should put in the general design as presented to this committee?

Mr. JOSEPH. Well, Senator, I see no problem with that.

Senator HATFIELD. That is fine. That is No. 2.

No. 3 is the \$50 million limitation on the authorization. Now, our Chairman that is, the Chairman of the Commission has a very strong philosophy about not having limitations. I am not quite as strong in my view about that.

But let me ask you this question: If we should arrive at some figure, if we were moved into a limitation, this in no way precludes the Commission from returning to the Congress for additional funds, should subsoil and other such engineering that must yet be achieved, accomplished, would indicate a higher cost factor. You do not see us being locked into that?

Mr. JOSEPH. Absolutely not, Senator. As a matter of fact, what I anticipate is the appropriation process would operate as it normally does, and as there are expenditures anticipated, there would be a request for appropriation of those amounts. We are talking about an authorization figure at this point—

Senator HATFIELD. I understand. We had an authorization figure last year for an aquiculture laboratory, research laboratory in my hometown of Newport, Oreg., at \$2.3 billion. In that short period of time we found that the detailed design and other such things raised the cost factor \$400,000 more.

So I came back in this session with an amendment to a supplemental to get an additional \$400,000 to pursue this project that had already been authorized. Do you see an analogy?

Mr. JOSEPH. Yes; we think it is a good project. We would like very much to be supportive in whatever way we can. We think, based on the present estimate, that \$50 million figure is the one we propose authorization for.

Senator HATFIELD. Now, Mr. Secretary, if we should put an amendment to this resolution and say that the Memorial Commission retains its supervisory responsibilities throughout the completion of this project, construction and completion of the project, the Secretary of the Interior is designated as the executor of that project, but nothing in that relationship shall in any way violate or impinge upon the Secretary's constitutional or basic statutory responsibilities and authority, would that be a phrase that would provide us with that kind of flexibility to keep the Secretary within his own realm of distinct authority

and yet acting as an agent, so to speak, as he has been up to this point of the Commission?

Mr. JOSEPH. Senator, the best way to answer that is to say I share, as I said, with you the desire to avoid any confrontation. I am willing to try and work out some language in terms of the structural relationship. I would not at this point want to agree to the specific language unless I have had a chance to see it and study it in more detail.

Senator HATFIELD. I have a very strong feeling that we have worked out other problems together on the Energy Committee and the Appropriations Committee that I serve on, but I am very optimistic that we can sit down and work out some language, Mr. Secretary. Do you share that view?

Mr. JOSEPH. I share that, Senator. I will take a personal interest in it, and I will work with you on it.

Senator HATFIELD. Thank you very much, Mr. Secretary. You have been very helpful.

Again I cannot express to you the depth of the gratitude of the whole Commission and the kind of support you have given in your Department. It has been just absolutely phenomenal.

Mr. JOSEPH. I wonder if I might indicate one thing? I know both of us have to go, and I will be very brief. You started out asking me how long I have been involved with this project. Given the way the questioning went from there, I think it might be useful to point out one other thing. I spent 8 years as president of a foundation which, as one of its major responsibilities, was providing architectural fees for the selection of architects for Columbus, Ind. If you are familiar with what the foundation has done in that area, you know I have spent a lot of time looking at architectural designs and working with architects.

I would simply indicate I am not exactly a neophyte in this area.

Senator HATFIELD. Mr. Secretary, my line of questioning was not in any way to challenge or in any way imply that you were not fully qualified to understand, comprehend, and assess this project. I was merely leading up to the point that the men on the day-to-day relationship with this Commission had a good working relationship. That is my purpose.

Mr. JOSEPH. Thank you.

Senator HATFIELD. I recall your hearing for confirmation and the other relationships that we have had, and I have always held you in the highest respect and regard and feel that you are one of the pluses in this whole administration's spotty record of appointments. I just want you to know that I have that feeling towards you.

Mr. JOSEPH. Thank you, Senator.

Senator HATFIELD. Now I would invite the Chairman of the Commission and his associates to the table again.

If there are any questions or further comments or observations in light of the panel discussion we have just had, I want to say for the record that I share the Chairman's concern about the cost factor, but I would also observe that we are not expending \$50 million or \$45 million in this election year, as I believe the Chairman indicated, and the year in which Proposition 13 has established certain national moods. We are only projecting down the road in 4 years in annual increments that will sustain the construction of the project, which, in terms of that, would be about \$11 million to \$12 million.

Is that true, Mr. Chairman? Would you comment on that?

Mr. KEOGH. Yes; I truly believe that. I do not want to seem to be too cynical, but at this day \$46 million for this project does not shake me, especially extended over 4 years.

Senator HATFIELD. And also, Mr. Chairman, as a member of the Congress, we are really not in any way spending any money in this committee by this action to authorize?

Mr. KEOGH. No we are in fact providing a source of revenue. I might have mentioned to Senator Long when he was testifying, we are providing what I consider to be one of the finest tourist attractions in the District of Columbia, outside of the Senate and the House of course.

Senator HATFIELD. I am not sure I would consider this as a tourist attraction. [Laughter.]

Mr. KEOGH. Senator, we have not seen the language of the proposed amendment offered by the Department. I think that we are entitled to that, and we are entitled to an opportunity to react to it. I truly question the wisdom of placing a ceiling on the amount, on the dollar amount.

You are inviting an expenditure up to that amount, with perhaps less justification for the expenditure than we are seeking to assume ourselves.

Senator HATFIELD. I think, Mr. Chairman, you make a very valid point. We would not ask you at this time, in deference to the significance of these proposed changes in the resolution, to make a comment on them at this time, but rather to review the testimony of the Assistant Secretary of the Interior and the four specific changes he has recommended; namely, that single-source phrase be deleted, the specific design question he feels should be adhered to, change in relationship of the Department between that of supervisory role of the Commission to an advisory role, and the limitation. Those are the four specifics that he has suggested as changes in the resolution.

Mr. KEOGH. Senator, I am sure that you and I are in agreement that we are not involuntarily wedded to a single-source contract. But what they are doing here, in my opinion, is mixing the cultural and artistic aspects of the proposed design approved by the Commission of Fine Arts with the pragmatic. And I find it difficult to understand how they put a dollar value on art. That is borne out by some of these auctions of the paintings that are going on.

We have no objection to that, provided we get what the Commission on Fine Arts has approved.

Senator HATFIELD. In fact, Mr. Chairman, is it not true that we really will be flying in the face of perhaps not a legal obligation to accept that recommendation of the Fine Arts Commission, but certainly we would be flying in the face of strong precedent that has been established by the Commission in making recommendations, and those recommendations being tantamount, almost, to obligation?

Mr. KEOGH. Exactly, which we have sought to accommodate to. If the period of construction extends over a period of 4 years, we start out coming in looking on the average for \$10 million a year. It is much easier to digest that in my opinion. I suppose my retirement from public office has helped me to be less circumspect about the hazards of the Tuesday after the first Monday—and I have even forgotten the day—in November of the even-numbered years.

Senator HATFIELD. Especially 1978.

Mr. KEOGH. In any year. I find it difficult to appreciate, basing virtual sole objection to the proposal on the cost.

Senator HATFIELD. Look at the money that will also be saved on completion of this project that would lead up to the demise of the Commission.

Mr. KEOGH. That would be an event that we all would welcome, Senator. Truly.

Do not think I have not been exposed to that kind of barb from my former colleagues in the House, but they are misinformed and misguided, which you are not. [Laughter.]

Senator HATFIELD. Thank you.

Mr. Chairman, do you have any additional comments you would like to make at this time?

Mr. KEOGH. None, other than to express my personal and the Commission's appreciation for this opportunity to make the presentation for the first time before a responsible committee, a responsible branch of the Congress.

Senator HATFIELD. Mr. Rowe, do you have any further comments?

Mr. ROWE. I have none. Thank you, Senator.

Senator HATFIELD. Mr. Halprin?

Mr. HALPRIN. No.

Senator HATFIELD. If not, the record will be kept open for an additional week for any additional remarks or comments.

Accordingly, the recording of this hearing will be made available to you, Mr. Chairman, so you may make corrections or additions or deletions, if you so desire.

The record of this hearing will be printed.

Mr. KEOGH. Fine. We have no concern about that. The more people, in my opinion, to see that film and who read the report of the Commission, will be convinced that the hour has come finally to get moving.

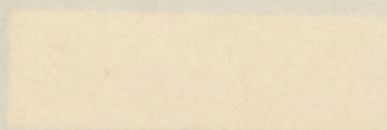
Incidentally, those reports will be circulated to all the Members of the House and the Senate probably in the next 10 days.

Senator HATFIELD. Thank you.

The committee will stand in adjournment until 10 o'clock tomorrow morning.

[Whereupon, at 12:11 p.m., the committee was recessed to reconvene at 10 a.m., Thursday, July 27, 1978.]







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