

LEGISLATIVE REORGANIZATION ACT OF 1946

JULY 22, 1946

Mr. MONRONEY, from the Joint Committee on the Organization of Congress, submitted the following statement in explanation of the House substitute for S. 2177.

GENERAL STATEMENT

The substitute incorporates in part the recommendations contained in the report of the Joint Committee on the Organization of Congress, Report No. 1011 of March 4, 1946. This report was based upon a year's full and complete study of the organization and operation of the Congress of the United States. Its almost unanimous findings and recommendations reflect a consensus of opinion among Members of Congress, political scientists, efficiency engineers, and students of government concerning the conditions that handicap Congress in the performance of its proper functions and suitable remedies.

Since 1941 a series of independent surveys of the machinery and methods of our National Legislature have been made by public and private organizations. These surveys including that by the Joint Committee on the Organization of Congress, have reached substantially the same conclusions as to the defects in our legislative structure and operation and as to appropriate correctives. They are agreed that Congress today is neither organized nor equipped to perform adequately its main functions of determining policy, controlling federal expenditures, supervising administration and representing the people.

Devised to handle the simpler tasks of an earlier day, our legislative machinery and procedures are by common consent no longer competent to cope satisfactorily with the grave and complex problems of the post-war world. They must be modernized if we are to avoid an imminent break-down of the legislative branch of the National Government.

Determining policy

Cited in the Legislative Reorganization Act of 1946, the substitute is designed to reconvert our inherited and outmoded congressional machinery to the needs of today. One group of programs is aimed with strengthening the policy determining function of Congress. Because of the volume and specialized character of the legislative business, Congress has logically delegated the initial work of policy making to standing committees of its Members. These committees

have had a long and useful history, some of them dating back to the early days of the Republic. There have been several major and minor reorganizations of the congressional committee system through the years, as new problems have arisen and old ones have disappeared. The system has not been revamped to meet modern needs and conditions, however, since 1921. It is now in need of a complete overhaul to enable Congress to handle efficiently the expanding problems of the postwar world.

Today there are more than three times as many standing committees in the House as there are principal provinces of public policy. Responsibility for legislative action is scattered among 48 little legislatures which go their own way at their own pace and cannot act in concert. Their jurisdictions as defined in the House rules are the accretion of past practice rather than modern logic, and there are many committees functioning in the same problem areas. For example, four House committees deal with public works, six deal with public land problems, and three with veterans' affairs. Furthermore, some committees are inactive and seldom or never meet.

To remedy this crazy-quilt pattern, the bill would replace our jerry-built committee structure with a simplified system of standing committees corresponding with the major areas of public policy and administration and having authority to hold joint hearings with the parallel committees of the Senate on matters of common interest. (See chart.) The correlation of the committee systems of the two Chambers with each other would facilitate joint action on specific measures by means of joint hearings. It would also increase the efficiency of the committee structure, facilitate closer liaison between the two Houses, and economize the time of busy legislators and administrators alike. And the coordination of the congressional committee system with the pattern of the administrative branch of the National Government would improve the performance by Congress of its legislative and supervisory functions, provide direct channels of communication and cooperation between the two branches, promote more harmonious and unified action in the development of public policies, and go a long way to bridge the gap between the legislative and executive branches of the Government.

Consolidation of House standing committees

EXISTING COMMITTEES

REORGANIZED COMMITTEES

Agriculture.....	Agriculture.
Appropriations.....	Appropriations.
Expenditures in the Executive Departments....	Expenditures in the Executive Departments.
Banking and Currency.....	Banking and Currency.
Coinage, Weights, and Measures.....	
Civil Service.....	Civil Service.
Census.....	
Post Office and Post Roads.....	District of Columbia.
District of Columbia.....	
Flood Control.....	Public Works.
Public Buildings and Grounds.....	
Rivers and Harbors.....	
Roads.....	
Interstate and Foreign Commerce.....	Interstate and Foreign Commerce.

*Consolidation of House standing committees—Continued***EXISTING COMMITTEES****REORGANIZED COMMITTEES**

Judiciary.....	}	Judiciary.
Patents.....		
Revision of the Laws.....		
Immigration and Naturalization.....	}	Foreign Affairs.
Foreign Affairs.....		
Labor.....		Education and Labor.
Education.....	}	Merchant Marine and Fisheries.
Merchant Marine and Fisheries.....		
Military Affairs.....		Armed Services.
Naval Affairs.....	}	Veterans' Affairs.
Pensions.....		
Invalid Pensions.....		
World War Veterans' Legislation.....	}	Public Lands.
Public Lands.....		
Territories.....		
Irrigation and Reclamation.....	}	Ways and Means.
Mines and Mining.....		Rules.
Insular Affairs.....		
Indian Affairs.....	}	House Administration.
Ways and Means.....		
Rules.....		
Accounts.....	}	Would abolish these and transfer the jurisdiction of the Elections Committees to the Committee on House Administration.
Disposition of Executive Papers.....		
Enrolled Bills.....		
Library.....	}	Un-American Activities.
Memorials.....		
Printing.....		
Election of President, Vice President, and Representatives in Congress.....	}	
Elections No. 1.....		
Elections No. 2.....		
Elections No. 3.....	}	
Claims.....		
War Claims.....		
Un-American Activities.....		

*Consolidation of Senate standing committees***EXISTING COMMITTEES****REORGANIZED COMMITTEES**

Agriculture and Forestry.....	}	Agriculture and Forestry.
Appropriations.....		Appropriations.
Military Affairs.....		Armed Services.
Naval Affairs.....	}	Banking and Currency.
Banking and Currency.....		Civil Service.
Civil Service.....		District of Columbia.
Post Offices and Post Roads.....	}	Expenditures in the Executive Departments.
District of Columbia.....		Finance.
Expenditures in the Executive Departments.....		Foreign Relations.
Finance and Pensions.....	}	Interstate and Foreign Commerce.
Foreign Relations.....		
Interestate Commerce.....		
Commerce.....	}	Judiciary.
Interoceanic Canals.....		
Manufactures.....		
Judiciary.....	}	Labor and Public Welfare.
Patents.....		
Immigration.....		
Education and Labor.....	}	Public Lands.
Public Lands and Surveys.....		
Mines and Mining.....		
Territories and Insular Affairs.....	}	
Irrigation and Reclamation.....		
Indian Affairs.....		

Consolidation of Senate standing committees—Continued

EXISTING COMMITTEES	REORGANIZED COMMITTEES
Public Buildings and Grounds.....	Public Works.
Rules.....	Rules and Administration.
Audit and Control.....	
Library.....	
Privileges and Elections.....	
Printing.....	
Enrolled Bills.....	(Abolished.)
Claims.....	

At present the combined membership of all the standing committees in the House is 908 and of the 10 exclusive committees is 291. In addition, there are 6 special committees of the House, with a total membership of 62. Altogether, the 439 Representatives, Delegates, and Resident Commissioners of the Seventy-ninth Congress occupy 970 seats on its standing and special committees, an average of 2.2 seats per Member. Under the bill Representatives would serve on one standing committee each and no more, with the exception of the District and Un-American Activities Committees, whose members would serve on two committees each, and of the Expenditures and Administration Committees, whose majority members would serve on two standing committees each.

The substitute would also define the jurisdiction of each reorganized committee so as to avoid jurisdictional disputes between them. It would expand the present meager staff facilities of our standing committees, which are the real workshops of Congress; permit each committee to appoint four experts in its field; and strengthen the legislative reference and legislative counsel services which are our own unbiased research and legal arms.

As further steps toward improving the policy-determining machinery of Congress, the bill would regularize committee procedure as regards hearings, meetings, and records. It would expedite the reporting of bills. Committee powers are defined, and permission to sit while the Senate is in session is restricted. The bill also seeks to confine conference committees to the consideration of matters in disagreement between the two Houses and outlaw legislative riders on appropriation bills.

In the last analysis, Congress is the center of political gravity under our form of government because it reflects and expresses the popular will in the making of national policy. Too often, however, the true attitude of public opinion is distorted and obscured by the pressures of special-interest groups. Beset by swarms of lobbyists seeking to protect this or that small segment of the economy or to advance this or that narrow interest, legislators find it difficult to discover the real majority will and to legislate in the public interest. As Government control of economic life and its use as an instrument of popular welfare have increased, the activities of these powerful groups have multiplied. As the lawmaking, money-raising, and appropriating agency in the Federal Government, the acts of Congress affect the vital interests of these organized groups, many of which maintain legislative agents on or near Capitol Hill. These agents seek to transform the aims and programs of their groups into public policy by having them embodied in general legislation, by changing the tax laws to suit their own purposes, by using their influence to reduce or eliminate the

appropriations for agencies they dislike and to increase the appropriations of agencies they favor, and by pressing for the ratification or rejection of treaties, Presidential nominations, and constitutional amendments. A pressure-group economy gives rise to government by whirlpools of special-interest groups in which the national welfare is often neglected. The pulling and hauling of powerful pressure groups create delays and distortions which imperil national safety in wartime and threaten paralysis and bankruptcy in time of peace. The public welfare suffers in the warfare of private groups and Congress becomes an arena for the rationalization of group and class interests.

Without impairing in any way the right of petition or freedom of expression, the substitute provides for the registration of organized groups and their agents whose principal activity is seeking to influence legislation. It also requires them to file detailed quarterly accounts of their receipts and expenditures. Full information regarding the membership, source of contributions, and expenditures of such organized groups would prove helpful to Congress in evaluating their representations and weighing their worth. Publicity is a mild step forward in protecting Government under pressure and in promoting the democratization of pressure groups.

Improved fiscal procedures

A second set of provisions is designed to strengthen Congress in the performance of its appropriating function for the administrative establishment. Hitherto the efforts of Congress to compel compliance with the laws making specific appropriations have been too often frustrated. Congress has permitted transfers between appropriations, authorized the unlimited use of departmental receipts, and set up credit corporations with separate budgets. The executive has mingled appropriations, brought forward and backward unexpended and anticipated balances, incurred coercive deficiencies, and otherwise escaped the rigors of congressional control.

To correct these conditions, at least in part, the substitute provides for several improvements in the legislative phase of the budget process. It would provide for open hearings on appropriation bills and require all such bills to be fully and carefully considered by the entire Appropriations Committees of both Houses. It would allow members time to study the committee hearings and reports on appropriation bills before their floor consideration. It would provide each appropriation subcommittee with a staff of not more than four qualified specialists in its particular expenditure province with a view to making a more thorough scrutiny of departmental estimates and to serve both the majority and minority members. The substitute would also forbid the reappropriation of unobligated balances except for continuing public works, which were estimated at 12.3 billion dollars for the fiscal year 1946; and take steps toward limiting permanent appropriations which amounted to 5.6 billion dollars in the fiscal year 1946.

Although Congress is charged by the Constitution with the power of the purse, there now is no correlation between income and outgo. Control of the spending power is divided between the Senate and the House of Representatives, and within each House between its revenue and appropriating committees. Taxes are levied and appropriations made by many separate committees. The right hand does not know what the left hand is doing.

To strengthen budget control, S. 2177, as it passed the Senate, provided for the adoption of annual Federal Budget totals by joint action of the revenue and appropriating committees of both Houses. If total estimated expenditures for the ensuing fiscal year exceed the total estimated Federal receipts, Congress would be required by record vote to authorize the creation of additional Federal debt in the amount of the excess. If it appeared midway in the fiscal year that the total appropriations would exceed the total approved Budget figure, the President was directed by proclamation to reduce such appropriations by such amounts (to be fixed by him) so as to bring total expenditures within the limit previously set. These limitations would not apply in time of war or during a national emergency.

The substitute strikes out the provisions contained in the Senate bill explained above and inserts a provision requiring the same committees to meet jointly at the beginning of each Congress and after study and consultation report to their respective Houses a legislative budget for the ensuing fiscal year. Such budget will include the estimated over-all Federal receipts and expenditures for such year and will contain a recommendation for the maximum amount to be appropriated for expenditure in such year. Within such maximum amount it is contemplated that the committees will reserve a sufficient amount for subsequent deficiency appropriations as the need becomes apparent. It is realized that such amounts that may be reserved for deficiency will, of necessity for a few years, be on the trial and error method; however, it is believed that with a few years experience such amount will be susceptible of definite determination in advance under ordinary circumstances. If said committees estimate that the receipts will exceed expenditures, the report will contain a recommendation for a reduction in the public debt. A concurrent resolution will accompany such report and will contain language adopting such budget and fixing the maximum allowance to be appropriated for expenditure in such year. In addition, if an estimated deficit will result, the concurrent resolution will also include a section stating that it is the sense of Congress that the public debt shall be increased in an amount equal to such deficit.

Oversight of administrative performance

A third group of provisions in the substitute is designed to strengthen congressional surveillance of the execution of the laws by the executive branch. Congress has long lacked adequate facilities for the continuous inspection and review of administrative performance. We often delegate the rule-making power to administrative departments and commissions, without making any provision for follow-up to see if administrative rules and regulations are in accord with the intent of the law. Several of the postwar acts, for example, require certain agencies to submit quarterly reports to Congress, but assign the responsibility for scrutinizing these reports to no legislative committees.

To remedy this situation, the substitute would authorize the standing committees of both Houses to exercise continuous surveillance of the execution of the laws by the administrative agencies within their jurisdiction. Staffed with qualified specialists in their respective provinces of public affairs, these committees would conduct a continuous review of the activities of the agencies administering laws originally reported by the legislative committees. The reconstructed

standing committees will, it is hoped, roughly parallel the reorganized administrative structure of the executive branch of the Government and will be utilized as vehicles of consultation and collaboration between Congress and the corresponding administrative agencies within their respective jurisdictions.

As a further check upon the financial operations of the Government and its care in handling public funds, the substitute authorizes and directs the Comptroller General to make expenditure analyses of each agency in the executive branch, including Government corporations. Such analyses, with those made by the Bureau of the Budget, will furnish Congress a double check upon the economy and efficiency of administrative management. Reports on such analyses would be submitted by the Comptroller General to the Expenditures, Appropriations, and appropriate legislative committees of the two Houses.

Saving congressional time

Congress is overburdened by many local and private matters which divert its attention from national policy making and which it ought not to have to consider. It functions as a common council for the District of Columbia. It serves as a tribunal for the settlement of private claims. It spends much time on pension bills, the construction of bridges over navigable waters, and other private and local matters. The substitute bans the introduction in either House of private claims and pension bills, bridge bills, and other local and private legislation. Title IV provides for the administrative and judicial adjustment of tort claims against the United States which Congress is poorly equipped to settle. Title V grants the consent of Congress to the construction of bridges over navigable waters, subject to the approval of the Chief of Engineers and the Secretary of War. Self-government for the District of Columbia—a reform long overdue and a step toward reducing the legislative work load—is separately provided for in legislation introduced by Senator McCarran and pending on the Senate Calendar.

These time-saving devices will not only make for a more efficient use of congressional time, they will also enable the Congress, which has been in almost continuous session since 1940, to take a regular annual recess. The substitute provides that, except in time of war or national emergency, the two Houses shall stand adjourned at the end of July each year. Such a regular adjournment at definite annual intervals will insure the return of Members to their constituencies for that refreshment of contact and exchange of opinion and experience so essential to responsive representative government.

The substitute also provides for remodeling the Senate and House caucus rooms, for the more efficient assignment of available space within the Capitol, and more convenient dining facilities.

The usefulness of the Congressional Record to all its readers would be increased under the substitute by the printing in it of a daily calendar of legislative events, together with a résumé of congressional activities and an index of its contents.

Improving the composition of Congress

While the quality of the present personnel of our Federal Legislature is as high as it ever was in the good old days of Webster, Clay, and Calhoun, the average level of ability and energy is still possible

of improvement. In the last analysis, of course, the composition of Congress depends upon the alertness, public interest, and education of the electorate. Nevertheless, steps can be taken by Congress itself to attract even abler persons to the legislative service. One such step would be to pay higher salaries to Senators and Representatives. The bill would increase the compensation of Members of Congress to \$15,000 a year, effective on the day on which the Eightieth Congress convenes. The present salary of \$10,000 a year has been in effect since 1925. Impartial studies of the cost of living show that, on the average, it costs more to be a Congressman than the position pays. The time spent by Congressmen away from their homes and on duty in Washington has doubled since 1938. For the first 13 years after their salaries were raised to \$10,000 in 1925, Congress was in session only 47.4 percent of the year. Since 1938, it has been in session 94 percent of the time, practically double the number of working days in Washington.

The substitute would also encourage Members to retire by permitting them to join the Federal retirement system on a contributory basis. To be eligible for retirement pay, Members would be required to deposit 6 percent of their basic salary, to have served at least 6 years in Congress, and have attained the age of 62 years. Those with at least 5 years of service could be retired for disability and receive an annuity. The annuity would amount to 2½ percent of a Member's average annual basic salary multiplied by the number of his years of legislative service. But no annuity could exceed three-fourths of the salary received at the time of separation from the service. All other Federal employees may now participate in the Federal retirement system, but Congressmen are the forgotten men of social security.

This inducement to retirement for those of retiring age or with other infirmities is a recognition of the arduous labors now imposed upon all Members. The resulting sense of security would contribute to independence of thought and action on the part of Members. It would also tend to bring into the legislative service a larger number of younger members with fresh energy and new viewpoints concerning the economic, social, and political problems of the Nation.

Cost

Enactment of the entire program embodied in the substitute would increase the cost of the legislative establishment only \$4,601,735—a negligible sum compared with the resultant gains. The following table itemizes the added cost:

Net increase in compensation of Senators and Representatives.....	¹ \$1, 327, 500
Staff experts for legislative committees.....	952, 000
Administrative assistant for each Senator ²	768, 000
Staff experts for Appropriations Committees.....	768, 000
Expansion of Legislative Reference Service.....	300, 000
Annual cost of retirement plan.....	198, 000
Stenographic pool.....	100, 000
Expansion of Office of Legislative Counsel.....	60, 000
Policy committee staffs (Senate) ²	60, 000
Increase in compensation of officers of Congress.....	44, 235
Executive assistants to House leaders.....	24, 000

Total estimated increase..... \$4, 601, 735

¹ \$5,000 salary increase minus \$2,500 expense allowance repealed.

² If reinstated in conference.

Surely this is a modest price to pay for increased efficiency in the legislative branch of the Government. It would be more than offset by the reduced cost of shorter sessions, the reduction from 81 to 34 in the number of standing committees to be staffed and supported, and the great economies in public expenditures to be brought about by the legislative budget.

The national interest involved in the development of a stronger, more efficient, and more representative Congress needs no emphasis here. Congress itself and the entire Nation will derive immeasurable benefits from the enactment of this substitute.

These are critical days for the Government of the United States. Congress and the President are beset by a host of postwar problems at home and abroad. Our machinery of government, which was devised for the simpler tasks of the nineteenth century, is breaking down under its tremendous work load. Democracy itself is in grave danger of disintegrating from internal dissensions under the terrific pressures of the postwar world.

Congressional reform will not solve all the problems that beset us. That will require good men, good will, and good policies as well as good governmental machinery. But modernized machinery will greatly increase the efficiency of Congress. By revising our antiquated rules and improving our facilities, we can at once revitalize our National Legislature, expedite the adjustment of our postwar problems, and renew popular faith in American democracy. The time has come for Congress to reform itself. The time to act is now.

Proposed changes in S. 2177

One addition and several deletions are proposed to be made in the legislative reorganization bill as approved by the Senate on June 10. A new part 2 would be added to title I of the bill, providing for the consolidation of the standing committees of the House into 19 committees and defining their powers and duties. The major sections of the Senate-approved bill which are proposed to be eliminated are those which provide for (1) minority and majority policy committees and a Joint Legislative-Executive Council; (2) administrative assistants for Members; and (3) the enforcement of the legislative budget. The minor changes include the elimination of the Senate-approved provisions for (1) prohibiting special investigating committees; (2) keeping records at committee sessions; (3) a "docket day" when Members could appear before committees to urge public hearings on their bills; (4) permissive joint hearings of parallel House and Senate committees; and (5) nontechnical bill digests in committee reports.

SECTION BY SECTION ANALYSIS

INTRODUCTORY MATTER

The matter preceding title I of the substitute provides a short title for the bill, namely the "Legislative Reorganization Act of 1946"; sets up a table of contents; and provides the usual separability clause.

TITLE I—CHANGES IN RULES OF SENATE AND HOUSE

This title either specifically or by implication makes changes in the rules of the Senate and House. These changes are extensive, although in great measure they relate directly or indirectly to realignment, jurisdiction, and procedure of committees. This is one of the fundamental reforms proposed to be brought about by the substitute. In that connection it will be noted that the bill as it passed the Senate contained no realignment of House committees or specification of their jurisdiction, although the report of the Joint Committee on the Organization of Congress pursuant to House Concurrent Resolution 18 (Rept. No. 1011) made recommendations bearing thereon. The Senate felt that this matter was of such fundamental importance that it would be in the interest of comity and expedition to leave that subject to be handled by way of amendment in the House.

Section 101. Rule-making power of the Senate and House

Inasmuch as this title, as indicated, makes changes in the rules of the two Houses it is provided in this section that these provisions are enacted as an exercise of the rule-making power of the Senate and the House of Representatives, respectively, and as such they shall be considered as part of the rules of each House, respectively, or of that House to which they specifically apply; and such rules shall supersede other rules only to the extent that they are inconsistent therewith. It is further provided that these provisions are enacted with full recognition of the constitutional right of either House to change such rules (so far as relating to the procedure in such House) at any time, in the same manner and to the same extent as in the case of any other rule of such House.

This procedure will be recognized as that provided with regard to congressional action on resolutions under recent reorganization acts.

PART 1. STANDING RULES OF THE SENATE

Section 102. Standing committees of the Senate

This section amends rule XXV of the Standing Rules of the Senate relating to standing committees. In short it provides for 15 standing committees in lieu of 33 under existing rules, fixes the membership of each such standing committee at 13 Senators, except the Committee on Appropriations which will consist of 21 Senators, in lieu of the varying memberships of existing committees, and specifies in considerable detail, by subject matter, the jurisdiction of each such com-

mittee, a matter not provided for under existing rules except in isolated instances.

Assignments of subjects for legislative consideration among the various Senate committees, which is also true of the new House committees as may be seen later on in this statement, were made as nearly as possible on a functional basis. The following table will show the jurisdiction by subject matter of the present Senate committee structure and under the proposed realignment as the bill passed the Senate:

Jurisdiction of present and proposed Senate committees

Subject	Present committee	Proposed committee
(a) Committee on Agriculture and Forestry, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Agriculture generally.....	Agriculture and Forestry.	Agriculture and Forestry.
2. Inspection of livestock and meat products.....	do.....	Do.
3. Animal industry and diseases of animals.....	do.....	Do.
4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.....	do.....	Do.
5. Agricultural colleges and experiment stations.....	do.....	Do.
6. Forestry in general, and forest reserves other than those created from the public domain.....	do.....	Do.
7. Agricultural economics and research.....	do.....	Do.
8. Agricultural and industrial chemistry.....	do.....	Do.
9. Dairy industry.....	do.....	Do.
10. Entomology and plant quarantine.....	do.....	Do.
11. Human nutrition and home economics.....	do.....	Do.
12. Plant industry, soils, and agricultural engineering.....	do.....	Do.
13. Agricultural educational extension services.....	do.....	Do.
14. Extension of farm credit and farm security.....	{Agriculture and Forestry. Banking and Currency.	Do.
15. Rural electrification.....	Agriculture and Forestry. do.....	Do.
16. Agricultural production and marketing and stabilization of prices of agricultural products.....	do.....	Do.
17. Crop insurance and soil conservation.....	do.....	Do.
(b) Committee on Appropriations, to consist of 21 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Appropriation of the revenue for the support of the Government.....	Appropriations.....	Appropriations.
(c) Committee on Armed Services, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Common defense generally.....	{Naval Affairs..... Military Affairs..... Military Affairs.....	{Armed Services.] Do.
2. The War Department and the Military Establishment generally.....	Naval Affairs.....	Do.
3. The Navy Department and the Naval Establishment generally.....	Military and Naval Affairs. do.....	Do.
4. Soldiers' and sailors' homes.....	do.....	Do.
5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.....	Military Affairs.....	Do.
6. Selective service.....	Military and Naval Affairs. do.....	Do.
7. Size and composition of the Army and Navy.....	do.....	Do.
8. Forts, arsenals, military reservations, and navy yards.....	do.....	Do.
9. Ammunition depots.....	do.....	Do.
10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.....	Military Affairs.....	Do.
11. Conservation, development, and use of naval petroleum and oil-shale reserves.....	Naval Affairs.....	Do.
12. Strategic and critical materials necessary for the common defense.....	Military Affairs.....	Do.

Jurisdiction of present and proposed Senate committees—Continued

Subject	Present committee	Proposed committee
(d) Committee on Banking and Currency, to consist of 13 Senators to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Banking and currency generally.....	Banking and Currency.	Banking and Currency.
2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.	do.....	Do.
3. Deposit insurance.....	do.....	Do.
4. Public and private housing.....	Banking and Currency. Education and Labor.	Do.
5. Federal Reserve System.....	Banking and Currency.	Do.
6. Gold and silver, including the coinage thereof.....	do.....	Do.
7. Issuance of notes and redemption thereof.....	do.....	Do.
8. Valuation and revaluation of the dollar.....	do.....	Do.
9. Control of prices of commodities, rents, or services.....	do.....	Do.
(e) Committee on Civil Service, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. The Federal civil service generally.....	Civil Service.....	Civil Service.
2. The status of officers and employees of the United States, including their compensation, classification, and retirement.	do.....	Do.
3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.	Post Offices and Post Roads.	Do.
4. Postal savings banks.....	do.....	Do.
5. Census and the collections of statistics generally.	Commerce.....	Do.
6. The National Archives.....	Library.....	Do.
(f) Committee on the District of Columbia, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor including—	District of Columbia.	District of Columbia.
2. Public health and safety, sanitation, and quarantine regulations.	do.....	Do.
3. Regulation of sale of intoxicating liquors.....	do.....	Do.
4. Adulteration of food and drugs.....	do.....	Do.
5. Taxes and tax sales.....	do.....	Do.
6. Insurance, executors, administrators, wills, and divorce.	do.....	Do.
7. Municipal and juvenile courts.....	do.....	Do.
8. Incorporation and organization of societies.....	do.....	Do.
9. Municipal code and amendments to the criminal and corporation laws.	do.....	Do.
(g) (1) Committee on Expenditures in the Executive Departments, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
(A) Budget and accounting measures, other than appropriations.	Expenditures in the Executive Departments.	Expenditures in the Executive Departments.
(B) Reorganizations in the executive branch of the Government.	Judiciary.....	Do.
(2) Such committee shall have the duty of—		
(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the Senate as it deems necessary or desirable in connection with the subject matter of such reports;	do.....	Do.
(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;	do.....	Do.
(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;	do.....	Do.
(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.	do.....	Do.

Jurisdiction of present and proposed Senate committees—Continued

Subject	Present committee	Proposed committee
(b) Committee on Finance, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Revenue measures generally.....	Finance.....	Finance.
2. The bonded debt of the United States.....	do.....	Do.
3. The deposit of public moneys.....	do.....	Do.
4. Customs, collection districts, and ports of entry and delivery.....	do.....	Do.
5. Reciprocal trade agreements.....	do.....	Do.
6. Transportation of dutiable goods.....	do.....	Do.
7. Revenue measures relating to the insular possessions.....	do.....	Do.
8. Tariffs and import quotas, and matters related thereto.....	do.....	Do.
9. National social security.....	do.....	Do.
10. Veterans' measures generally.....	do.....	Do.
11. Pensions of all the wars of the United States, general and special.....	Pensions.....	Do.
12. Life insurance issued by the Government on account of service in the armed forces.....	Finance.....	Do.
13. Compensation of veterans.....	do.....	Do.
(c) Committee on Foreign Relations to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Relations of the United States with foreign nations generally.....	Foreign Relations.....	Foreign Relations.
2. Treaties.....	do.....	Do.
3. Establishment of boundary lines between the United States and foreign nations.....	do.....	Do.
4. Protection of American citizens abroad and expatriation.....	do.....	Do.
5. Neutrality.....	do.....	Do.
6. International conferences and congresses.....	do.....	Do.
7. The American National Red Cross.....	Judiciary.....	Do.
8. Intervention abroad and declarations of war.....	Foreign Relations.....	Do.
9. Measures relating to the diplomatic service.....	do.....	Do.
10. Acquisition of land and buildings for embassies and legations in foreign countries.....	do.....	Do.
11. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.....	do.....	Do.
12. United Nations Organization and international financial and monetary organizations.....	{ Foreign Relations .. Banking and Cur- rency.	{ Do.
13. Foreign loans.....	Banking and Cur- rency.	Do.
(d) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Interstate commerce generally.....	Interstate Com- merce.....	Interstate and For- eign Commerce.
2. Regulation of interstate railroads, busses, trucks, and pipe lines.....	do.....	Do.
3. Communication by telephone, telegraph, radio, and television.....	do.....	Do.
4. Civil aeronautics.....	Commerce.....	Do.
5. Merchant marine generally.....	do.....	Do.
6. Registering and licensing of vessels and small boats.....	do.....	Do.
7. Navigation and the laws relating thereto, including pilotage.....	do.....	Do.
8. Rules and international arrangements to prevent collisions at sea.....	do.....	Do.
9. Merchant marine officers and seamen.....	do.....	Do.
10. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.....	do.....	Do.
11. Coast and Geodetic Survey.....	do.....	Do.
12. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.....	do.....	Do.
13. The United States Coast Guard and Merchant Marine Academies.....	do.....	Do.
14. Weather Bureau.....	do.....	Do.
15. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.....	Interoceanic Canals.....	Do.

Jurisdiction of present and proposed Senate committees—Continued

Subject	Present committee	Proposed committee
(d) Committee on Interstate and Foreign Commerce, to consist of 13 Senators, etc.—Continued		
16. Inland waterways.....	Commerce.....	Interstate and Foreign Commerce.
17. Fisheries and wildlife, including research, restoration, refuges, and conservation.....	do.....	Do.
18. Bureau of Standards, including standardization of weights and measures and the metric system.....	do.....	Do.
(e) Committee on the Judiciary, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Judicial proceedings, civil and criminal, generally.....	Judiciary.....	Judiciary.
2. Constitutional amendments.....	do.....	Do.
3. Federal courts and judges.....	do.....	Do.
4. Local courts in the Territories and possessions.....	do.....	Do.
5. Revision and codification of the Statutes of the United States.....	do.....	Do.
6. National penitentiaries.....	do.....	Do.
7. Protection of trade and commerce against unlawful restraints and monopolies.....	do.....	Do.
8. Holidays and celebrations.....	do.....	Do.
9. Bankruptcy, mutiny, espionage, and counterfeiting.....	do.....	Do.
10. State and Territorial boundary lines.....	do.....	Do.
11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.....	do.....	Do.
12. Civil liberties.....	do.....	Do.
13. Patents, copyrights, and trade-marks.....	Patents.....	Do.
14. Patent Office.....	do.....	Do.
15. Immigration and naturalization.....	Immigration.....	Do.
16. Apportionment of Representatives.....	Commerce.....	Do.
17. Measures relating to claims against the United States.....	Judiciary.....	Do.
18. Interstate compacts generally.....	do.....	Do.
(f) Committee on Labor and Public Welfare, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Measures relating to education, labor, or public welfare generally.....	Education and Labor.....	Labor and Public Welfare.
2. Mediation and arbitration of labor disputes.....	do.....	Do.
3. Wages and hours of labor.....	do.....	Do.
4. Convict labor and the entry of goods made by convicts into interstate commerce.....	Judiciary Interstate Commerce.	Do.
5. Regulation or prevention of importation of foreign laborers under contract.....	Immigration.....	Do.
6. Child labor.....	Education and Labor.....	Do.
7. Labor statistics.....	do.....	Do.
8. Labor standards.....	do.....	Do.
9. School-lunch program.....	Agriculture.....	Do.
10. Vocational rehabilitation.....	Education and Labor.....	Do.
11. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.....	Interstate Commerce.....	Do.
12. United States Employees' Compensation Commission.....	Education and Labor.....	Do.
13. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.....	District of Columbia.....	Do.
14. Public health and quarantine.....	Education and Labor.....	Do.
15. Welfare of miners.....	Mines and Mining.....	Do.
16. Vocational rehabilitation and education of veterans.....	Finance.....	Do.
17. Veterans' hospitals, medical care and treatment of veterans.....	do.....	Do.
18. Soldiers' and sailors' civil relief.....	Military Affairs.....	Do.
19. Readjustment of servicemen to civil life.....	do.....	Do.
(g) Committee on Public Lands, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Public lands generally, including entry, easements, and grazing thereon.....	Public Lands and Surveys.....	Public Lands.
2. Mineral resources of the public lands.....	do.....	Do.
3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.....	do.....	Do.

Jurisdiction of present and proposed Senate committees—Continued

Subject	Present committee	Proposed committee
(m) Committee on Public Lands, etc.—Continued		
4. Forest reserves and national parks created from the public domain.	Public Lands and Surveys.	Public Lands.
5. Military parks and battlefields, and national cemeteries.	.....do.....	Do.
6. Preservation of prehistoric ruins and objects of interest on the public domain.	.....do.....	Do.
7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting their revenue and appropriations.	Territories and Insular Affairs.	Do.
8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.	Irrigation and Reclamation.	Do.
9. Interstate compacts relating to apportionment of waters for irrigation purposes.	.....do.....	Do.
10. Mining interests generally.	Mines and Mining.	Do.
11. Mineral land laws and claims and entries thereunder.	.....do.....	Do.
12. Geological survey.	.....do.....	Do.
13. Mining schools and experimental stations.	.....do.....	Do.
14. Petroleum conservation and conservation of the radium supply in the United States.	{Public Lands and Surveys. Mines and Mining.	{Do. Do.
15. Relations of the United States with the Indians and the Indian tribes.	Indian Affairs.	Do.
16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.	.....do.....	Do.
(n) Committee on Public Works, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials and other matters relating to the following subjects:		
1. Flood control and improvement of rivers and harbors.	Commerce.	Public Works.
2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).	.....do.....	Do.
3. Water power.	.....do.....	Do.
4. Oil and other pollution of navigable waters.	.....do.....	Do.
5. Public buildings and occupied or improved grounds of the United States generally.	Public Buildings and Grounds.	Do.
6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.	.....do.....	Do.
7. Measures relating to the Capitol building and the Senate and House Office Buildings.	.....do.....	Do.
8. Measures relating to the maintenance and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.	.....do.....	Do.
9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.	.....do.....	Do.
10. Measures relating to the construction or maintenance of roads and post roads.	Post Offices and Post Roads.	Do.
(o) (1) Committee on Rules and Administration, to consist of 13 Senators, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
(A) Matters relating to the payment of money out of the contingent fund of the Senate or creating a charge upon the same; except that any resolution relating to substantive matter within the jurisdiction of any other standing committee of the Senate shall be first referred to such committee.	Audit and Control the Contingent Expenses of the Senate.	Rules and Administration.
(B) Except as provided in par. (n) 8, matters relating to the Library of Congress and the Senate Library; statutory and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.	Library.	Do.

Jurisdiction of present and proposed Senate committees—Continued

Subject	Present committee	Proposed committee
(o) (1) Committee on Rules and Administration, etc—Continued		
(C) Except as provided in par. (n) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.	Library.....	Rules and Administration.
(D) Matters relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; Federal elections generally; Presidential succession.	Privileges and Elections.	Do.
(E) Matters relating to parliamentary rules; floor and gallery rules; Senate Restaurant; Senate Office Building; Senate wing of the Capitol; assignment of office space; and services to the Senate.	Rules.....	Do.
(F) Matters relating to printing and correction of the Congressional Record.	Printing.....	Do.
(2) Such committee shall also have the duty of examining all bills, amendments, and joint resolutions after passage by the Senate; and, in cooperation with the Committee on House Administration of the House of Representatives, of examining all bills and joint resolutions which shall have passed both Houses, to see that the same are correctly enrolled; and, when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the Senate, to the President of the United States in person, and report the fact and date of such presentation to the Senate. Such committee shall also have the duty of assigning office space in the Senate wing of the Capitol and in the Senate Office Building.	Enrolled Bills.....	Do.

It is provided that each Senator shall serve on two standing committees and no more; except that Senators of the majority party who are members of the Committee on the District of Columbia or of the Committee on Expenditures in the Executive Departments may serve on three standing committees and no more. It had been hoped that committee service of each Senator would be limited to two standing committees and in the light of generally increased jurisdiction of committees that would normally be sufficient. However, it was discovered that with a close alinement of the two major parties in the Senate that arrangement would leave many committees of the Senate in which the majority party did not have control, that is, the members would be evenly divided. The Senate felt that that was not a satisfactory arrangement and hit upon the expedient of permitting Senators of the majority party who are members of the two committees named above (District of Columbia and Expenditures in the Executive Departments), whose jurisdiction was relatively light as compared with other committees, to serve on three standing committees.

Section 103. Appropriations

This section amends rule XVI dealing with amendments to appropriation bills and while rewritten in its entirety this was due in great measure to the change in the names of the committees under the revised committee structure. The only substantial change made in this section is the provision which prohibits the Committee on Appropriations from reporting an appropriation bill containing amendments proposing "any restriction on the expenditure of the funds appropriated which proposes a limitation not authorized by law," and

further provides that any such restriction shall not be received by way of an amendment to any general appropriation bill.

It is specifically provided that when a point of order is made against any limitation on expenditure of funds appropriated in a general appropriation bill on the ground that the limitation violates this rule (whether for violation of the limitation just discussed or any limitation now contained in rule XVI), the rule shall be construed strictly and, in case of doubt, in favor of the point of order.

After the bill passed the Senate, the Senate members of the joint committee felt that the above-mentioned provision might be too restrictive and, in accordance with their suggestions, the following language is proposed to be added: "if such restriction is to take effect or cease to be effective upon the happening of a contingency." The effect of this additional language will be to prohibit limitations not authorized by law which are not in fact limitations but are new or general legislation in the guise of a limitation; and will permit the continuation of the present practice of attaching bona fide limitations to appropriations if they are not in fact legislation.

PART 2—RULES OF THE HOUSE OF REPRESENTATIVES

Section 121. Standing Committees of the House of Representatives

This section amends rules X and XI of the Rules of the House of Representatives relating to standing committees. It provides for 19 standing committees, fixes the membership of each such committee, and specifies in detail, by subject matter, the jurisdiction of each such committee.

As was done in connection with the realinement of Senate committees, the proposed realinement of the House committees was made as nearly as possible on a functional basis. The following table will show the jurisdiction by subject matter of the present House committee structure and under the proposed realinement:

Jurisdiction of present and proposed House committees

Subject	Present committee	Proposed committee
(a) Committee on Agriculture, to consist of 27 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Agriculture generally.....	Agriculture.....	Agriculture.
2. Inspection of livestock and meat products.....	do.....	Do.
3. Animal industry and diseases of animals.....	do.....	Do.
4. Adulteration of seeds, insect pests, and protection of birds and animals in forest reserves.....	do.....	Do.
5. Agricultural colleges and experiment stations.....	do.....	Do.
6. Forestry in general, and forest reserves other than those created from the public domain.....	do.....	Do.
7. Agricultural economics and research.....	do.....	Do.
8. Agricultural and industrial chemistry.....	do.....	Do.
9. Dairy industry.....	do.....	Do.
10. Entomology and plant quarantine.....	do.....	Do.
11. Human nutrition and home economics.....	do.....	Do.
12. Plant industry, soils, and agricultural engineering.....	do.....	Do.
13. Agricultural educational extension services.....	do.....	Do.
14. Extension of farm credit and farm security.....	{Agriculture..... Banking and Currency.....}	Do.
15. Rural electrification.....	{Interstate and Foreign Commerce.....}	Do.
16. Agricultural production and marketing and stabilization of prices of agricultural products.....	{Agriculture..... Banking and Currency.....}	Do.
17. Crop insurance and soil conservation.....	{Agriculture..... Banking and Currency.....}	Do.

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
(b) Committee on Appropriations, to consist of 43 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: 1. Appropriation of the revenue for the support of the Government.	Appropriations.....	Appropriations.
(c) Committee on Armed Services, to consist of 33 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: 1. Common defense generally.....	{ Military Affairs..... Naval Affairs..... Military Affairs.....	{ Armed Services. Do.
2. The War Department and the Military Establishment generally.	Naval Affairs.....	Do.
3. The Navy Department and the Naval Establishment generally.	{ Military Affairs..... Naval Affairs..... Military Affairs.....	{ Do. Do. Do.
4. Soldiers' and sailors' homes.....	Naval Affairs.....	Do.
5. Pay, promotion, retirement, and other benefits and privileges of members of the armed forces.	Military Affairs.....	Do.
6. Selective service.....	Military Affairs.....	Do.
7. Size and composition of the Army and Navy.	Naval Affairs.....	Do.
8. Forts, arsenals, military reservations, and navy yards.	Military Affairs.....	Do.
9. Air munition depots.....	Naval Affairs.....	Do.
10. Maintenance and operation of the Panama Canal, including the administration, sanitation, and government of the Canal Zone.	Military Affairs.....	Do.
11. Conservation, development, and use of naval petroleum and oil shale reserves.	Naval Affairs.....	Do.
12. Strategic and critical materials necessary for the common defense.	Military Affairs.....	Do.
(d) Committee on Banking and Currency, to consist of 27 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: 1. Banking and currency generally.....	Banking and Currency. .....do.....	Banking and Currency. Do.
2. Financial aid to commerce and industry, other than matters relating to such aid which are specifically assigned to other committees under this rule.	.....do.....	Do.
3. Deposit insurance.....	{ Banking and Currency. Public Buildings and Grounds.	{ Do. Do.
4. Public and private housing.....	Banking and Currency.	Do.
5. Federal Reserve System.....	Coinage, Weights, and Measures.	Do.
6. Gold and silver, including the coinage thereof.	Banking and Currency.	Do.
7. Issuance of notes and redemption thereof.....	Coinage, Weights, and Measures.	Do.
8. Valuation and revaluation of the dollar.....	Banking and Currency.	Do.
9. Control of prices of commodities, rents, or services.		
(e) Committee on Civil Service, to consist of 25 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: 1. The Federal civil service generally.....	Civil Service.....	Do.
2. The status of officers and employees of the United States, including their compensation, classification, and retirement.	.....do.....	Do.
3. The postal service generally, including the railway mail service, and measures relating to ocean mail and pneumatic-tube service; but excluding post roads.	Post Office and Post Roads.	Do.
4. Postal-savings banks.....	.....do.....	Do.
5. Census and the collection of statistics generally.	Census.....	Do.
6. The National Archives.	Library.....	Do.
(f) Committee on the District of Columbia, to consist of 25 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: 1. All measures relating to the municipal affairs of the District of Columbia in general, other than appropriations therefor, including—	District of Columbia.	District of Columbia.
2. Public health and safety, sanitation, and quarantine regulations.	.....do.....	Do.
3. Regulation of sale of intoxicating liquors.....	.....do.....	Do.

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
(f) Committee on the District of Columbia, etc.—Con.		
4. Adulteration of food and drugs.....	District of Columbia.	District of Columbia.
5. Taxes and tax sales.....	do.....	Do.
6. Insurance, executors, administrators, wills, and divorce.....	do.....	Do.
7. Municipal and juvenile courts.....	do.....	Do.
8. Incorporation and organization of societies.....	do.....	Do.
9. Municipal code and amendments to the criminal and corporation laws.....	do.....	Do.
(g) Committee on Education and Labor, to consist of 25 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Measures relating to education or labor generally.....	Education.....	Education and Labor.
2. Mediation and arbitration of labor disputes.....	Labor.....	Do.
3. Wages and hours of labor.....	Labor.....	Do.
4. Convict labor and the entry of goods made by convicts into interstate commerce.....	do.....	Do.
5. Regulation or prevention of importation of foreign laborers under contract.....	Interstate and Foreign Commerce.	Do.
6. Child labor.....	Immigration and Naturalization.	Do.
7. Labor statistics.....	Labor.....	Do.
8. Labor standards.....	do.....	Do.
9. School-lunch program.....	do.....	Do.
10. Vocational rehabilitation.....	Agriculture.	Do.
11. United States Employees' Compensation Commission.....	Education.....	Do.
12. Columbia Institution for the Deaf, Dumb, and Blind; Howard University; Freedmen's Hospital; and St. Elizabeths Hospital.....	Civil Service.....	Do.
13. Welfare of miners.....	District of Columbia.	Do.
(h) (1) Committee on Expenditures in the Executive Departments, to consist of 25 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:	Mines and Mining..	Do.
(A) Budget and accounting measures, other than appropriations.....	Expenditures in the Executive Departments.	Expenditures in the Executive Departments.
(B) Reorganizations in the executive branch of the Government.....	do.....	Do.
(2) Such committee shall have the duty of—		
(A) receiving and examining reports of the Comptroller General of the United States and of submitting such recommendations to the House as it deems necessary or desirable in connection with the subject matter of such reports;	do.....	Do.
(B) studying the operation of Government activities at all levels with a view to determining its economy and efficiency;	do.....	Do.
(C) evaluating the effects of laws enacted to reorganize the legislative and executive branches of the Government;	do.....	Do.
(D) studying intergovernmental relationships between the United States and the States and municipalities, and between the United States and international organizations of which the United States is a member.....	do.....	Do.
(i) Committee on Foreign Affairs, to consist of 25 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Relations of the United States with foreign nations general.....	Foreign Affairs.....	Foreign Affairs.
2. Establishment of boundary lines between the United States and foreign nations.....	do.....	Do.
3. Protection of American citizens abroad and expatriation.....	do.....	Do.
4. Neutrality.....	do.....	Do.
5. International conferences and congresses.....	do.....	Do.
6. The American National Red Cross.....	do.....	Do.
7. Intervention abroad and declarations of war.....	do.....	Do.
8. Measures relating to the diplomatic service.....	do.....	Do.
9. Acquisition of land and buildings for embassies and legations in foreign countries.....	do.....	Do.
10. Measures to foster commercial intercourse with foreign nations and to safeguard American business interests abroad.....	do.....	Do.
11. United Nations Organization and International Financial and Monetary Organizations.....	Foreign Affairs.....	Do.
12. Foreign loans.....	Banking and Currency.	Do.
	Banking and Currency.	Do.

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
<p>(1) Committee on House Administration, to consist of 25 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:</p> <p>(A) Employment of persons by the House, including clerks for Members and committees, and reporters of debates.</p> <p>(B) Expenditure of the contingent fund of the House.</p> <p>(C) The auditing and settling of all accounts which may be charged to the contingent fund.</p> <p>(D) Measures relating to accounts of the House generally.</p> <p>(E) Appropriations from the contingent fund.</p> <p>(F) Measures relating to services to the House, including the House restaurant and administration of the House Office Buildings and of the House wing of the Capitol.</p> <p>(G) Measures relating to the travel of Members of the House.</p> <p>(H) Measures relating to the assignment of office space for Members and committees.</p> <p>(I) Measures relating to the disposition of useless executive papers.</p> <p>(J) Except as provided in paragraph (o) 8, matters relating to the Library of Congress and the House Library; statuary and pictures; acceptance or purchase of works of art for the Capitol; the Botanic Gardens; management of the Library of Congress; purchase of books and manuscripts; erection of monuments to the memory of individuals.</p> <p>(K) Except as provided in paragraph (o) 8, matters relating to the Smithsonian Institution and the incorporation of similar institutions.</p> <p>(L) Matters relating to printing and correction of the Congressional Record.</p> <p>(M) Measures relating to the election of the President, Vice President, or Members of Congress; corrupt practices; contested elections; credentials and qualifications; and Federal elections generally.</p>		
	Accounts.....	House Administration.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	.....do.....	Do.
	Disposition of Executive papers.	Do.
	Library.....	Do.
	.....do.....	Do.
	Printing.....	Do.
	[Election of President, Vice President, and Members of Congress. Judiciary..... Elections 1, 2, and 3.]	Do.
(2) Such committee shall also have the duty of—	Enrolled Bills.....	Do.
(A) examining all bills, amendments, and joint resolutions after passage by the House; and, in cooperation with the Senate Committee on Rules and Administration, of examining all bills and joint resolutions which shall have passed both Houses, to see that they are correctly enrolled; and when signed by the Speaker of the House and the President of the Senate, shall forthwith present the same, when they shall have originated in the House, to the President of the United States in person, and report the fact and date of such presentation to the House;	Accounts.....	Do.
(B) reporting to the Sergeant at Arms of the House the travel of Members of the House;	Memorials.....	Do.
(C) arranging a suitable program for each day observed by the House of Representatives as a memorial day in memory of Members of the Senate and House of Representatives who have died during the preceding period, and to arrange for the publication of the proceedings thereof.		

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
(k) Committee on Interstate and Foreign Commerce, to consist of 27 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Interstate and foreign commerce generally.....	Interstate and Foreign Commerce.	Interstate and Foreign Commerce.
2. Regulation of interstate railroads, busses, trucks, and pipe lines.....	do.....	Do.
3. Communication by telephone, telegraph, radio, and television.....	do.....	Do.
4. Civil aeronautics.....	do.....	Do.
5. Weather Bureau.....	Agriculture.....	Do.
6. Interstate oil compacts.....	Interstate and Foreign Commerce.	Do.
7. Railroad labor and railroad retirement and unemployment, except revenue measures relating thereto.....	do.....	Do.
8. Public health and quarantine.....	do.....	Do.
9. Inland waterways.....	do.....	Do.
10. Bureau of Standards, including standardization of weights and measures and the metric system.....	Coinage, Weights, and Measures.	Do.
(l) Committee on the Judiciary, to consist of 25 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Judicial proceedings, civil and criminal, generally.....	Judiciary.....	Judiciary.
2. Constitutional amendments.....	do.....	Do.
3. Federal courts and judges.....	do.....	Do.
4. Local courts in the Territories and possessions.....	do.....	Do.
5. Revision and codification of the statutes of the United States.....	Revision of Laws.....	Do.
6. National penitentiaries.....	Judiciary.....	Do.
7. Protection of trade and commerce against unlawful restraints and monopolies.....	do.....	Do.
8. Holidays and celebrations.....	do.....	Do.
9. Bankruptcy, mutiny, espionage, and counterfeiting.....	do.....	Do.
10. State and Territorial boundary lines.....	do.....	Do.
11. Meetings of Congress, attendance of Members, and their acceptance of incompatible offices.....	do.....	Do.
12. Civil liberties.....	do.....	Do.
13. Patents, copyrights, and trade-marks.....	Patents.....	Do.
14. Patent Office.....	do.....	Do.
15. Immigration and naturalization.....	Immigration and Naturalization.	Do.
16. Apportionment of Representatives.....	Census.....	Do.
17. Measures relating to claims against the United States.....	Judiciary..... Claims..... War Claims.....	Do.
18. Interstate compacts generally.....	Judiciary.....	Do.
19. Presidential succession.....	do.....	Do.
(m) Committee on Merchant Marine and Fisheries, to consist of 25 members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Merchant marine generally.....	Merchant Marine and Fisheries.	Merchant Marine and Fisheries.
2. Registering and licensing of vessels and small boats.....	do.....	Do.
3. Navigation and the laws relating thereto, including pilotage.....	do.....	Do.
4. Rules and international arrangements to prevent collisions at sea.....	do.....	Do.
5. Merchant marine officers and seamen.....	do.....	Do.
6. Measures relating to the regulation of common carriers by water and to the inspection of merchant marine vessels, lights and signals, life-saving equipment, and fire protection on such vessels.....	do.....	Do.
7. The Coast Guard, including life-saving service, lighthouses, lightships, and ocean derelicts.....	do.....	Do.
8. U. S. Coast Guard and Merchant Marine Academies.....	do.....	Do.
9. Coast and Geodetic Survey.....	do.....	Do.
10. Except as provided in paragraph (c), the Panama Canal and interoceanic canals generally.....	do.....	Do.
11. Fisheries and wildlife, including research, restoration, refuges, and conservation.....	Merchant Marine and Fisheries. Agriculture.....	Do.

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
(a) Committee on Public Lands, to consist of 25 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Public lands generally, including entry, easements, and grazing thereon.	Public Lands.....	Public Lands.
2. Mineral resources of the public lands.....	do.....	Do.
3. Forfeiture of land grants and alien ownership, including alien ownership of mineral lands.	do.....	Do.
4. Forest reserves and national parks created from the public domain.	do.....	Do.
5. Military parks and battlefields, and national cemeteries.	Military Affairs.....	Do.
6. Preservation of prehistoric ruins and objects of interest on the public domain.	Public Lands.....	Do.
7. Measures relating generally to Hawaii, Alaska, and the insular possessions of the United States, except those affecting the revenue and appropriations.	Territories..... Insular Affairs.....	Do.
8. Irrigation and reclamation, including water supply for reclamation projects, and easements of public lands for irrigation projects.	Irrigation and Reclamation.	Do.
9. Interstate compacts relating to apportionment of waters for irrigation purposes.	do.....	Do.
10. Mining interests generally.....	Mines and Mining..	Do.
11. Mineral land laws and claims and entries thereunder.	Public Lands.....	Do.
12. Geological survey.....	Mines and Mining..	Do.
13. Mining schools and experimental stations.....	do.....	Do.
14. Petroleum conservation and conservation of the radium supply in the United States.	Public Lands..... Mines and Mining..	Do.
15. Relations of the United States with the Indians and the Indian tribes.	Indian Affairs.....	Do.
16. Measures relating to the care, education, and management of Indians, including the care and allotment of Indian lands and general and special measures relating to claims which are paid out of Indian funds.	do.....	Do.
(c) Committee on Public Works, to consist of 27 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Flood control and improvement of rivers and harbors.	Flood Control..... Rivers and Harbors. Rivers and Harbors.	Public Works.
2. Public works for the benefit of navigation, and bridges and dams (other than international bridges and dams).	Interstate and Foreign Commerce. Military Affairs.....	Do.
3. Water power.....	Interstate and Foreign Commerce. Military Affairs.....	Do.
4. Oil and other pollution of navigable waters....	Rivers and Harbors.	Do.
5. Public buildings and occupied or improved grounds of the United States generally.	Public Buildings and Grounds.	Do.
6. Measures relating to the purchase of sites and construction of post offices, customhouses, Federal courthouses, and Government buildings within the District of Columbia.	do.....	Do.
7. Measures relating to the Capitol building and the Senate and House Office Bldgs.	do.....	Do.
8. Measures relating to the construction or reconstruction, maintenance, and care of the buildings and grounds of the Botanic Gardens, the Library of Congress, and the Smithsonian Institution.	do.....	Do.
9. Public reservations and parks within the District of Columbia, including Rock Creek Park and the Zoological Park.	do.....	Do.
10. Measures relating to the construction or maintenance of roads and post roads, other than appropriations therefor; but it shall not be in order for any bill providing general legislation in relation to roads to contain any provision for any specific road, nor for any bill in relation to a specific road to embrace a provision in relation to any other specific road.	Roads..... Post Office and Post Roads.	Do.
(p) Committee on Rules, to consist of 12 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. The rules, joint rules, and order of business of the House.	Rules.....	Rules.
2. Recesses and final adjournments of Congress..	Ways and Means...	Do.

Jurisdiction of present and proposed House committees—Continued

Subject	Present committee	Proposed committee
(q) (1) Committee on Un-American Activities, to consist of 9 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects: (A) Un-American activities	Un-American Activities. do.....	Un-American Activities. Do.
(2) The Committee on Un-American Activities, as a whole or by subcommittee, is authorized to make from time to time investigations of (i) the extent, character, and objects of un-American propaganda activities in the United States, (ii) the diffusion within the United States of subversive and un-American propaganda that is instigated from foreign countries or of a domestic origin and attacks the principle of the form of government as guaranteed by our Constitution, and (iii) all other questions in relation thereto that would aid Congress in any necessary remedial legislation. The Committee on Un-American Activities shall report to the House (or to the Clerk of the House if the House is not in session) the results of any such investigation, together with such recommendations as it deems advisable. For the purpose of any such investigation, the Committee on Un-American Activities, or any subcommittee thereof, is authorized to sit and act at such times and places within the United States, whether or not the House is sitting, has recessed, or has adjourned, to hold such hearings, to require the attendance of such witnesses and the production of such books, papers, and documents, and to take such testimony, as it deems necessary. Subpoenas may be issued under the signature of the chairman of the committee or any subcommittee, or by any member designated by any such chairman, and may be served by any person designated by any such chairman or member.		
(r) Committee on Veterans' Affairs, to consist of 27 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Veterans' measures generally	World War Veterans' Legislation. Military Affairs.....	Veterans' Affairs.
2. Pensions of all the wars of the United States, general and special.	Pensions Invalid Pensions.....	Do.
3. Life insurance issued by the Government on account of service in the armed forces.	World War Veterans' Legislation. World War Veterans' Legislation. Military Affairs.....	Do.
4. Compensation, vocational rehabilitation, and education of veterans.	World War Veterans' Legislation. Military Affairs.....	Do.
5. Veterans' hospitals, medical care and treatment of veterans.	World War Veterans' Legislation.	Do.
6. Soldiers' and sailors' civil relief	Military Affairs.....	Do.
7. Readjustment of servicemen to civil life	World War Veterans' Legislation.	Do.
(s) Committee on Ways and Means, to consist of 27 Members, to which committee shall be referred all proposed legislation, messages, petitions, memorials, and other matters relating to the following subjects:		
1. Revenue measures generally	Ways and Means.....	Ways and Means.
2. The bonded debt of the United States	do.....	Do.
3. The deposit of public moneys	do.....	Do.
4. Customs, collection districts, and ports of entry and delivery	do.....	Do.
5. Reciprocal trade agreements	do.....	Do.
6. Transportation of dutiable goods	do.....	Do.
7. Revenue measures relating to the insular possessions	do.....	Do.
8. National social security	do.....	Do.

Paragraph (3) of section 121 (a) provides that each Member shall be elected to serve on one standing committee and no more; except that Members who are elected to serve on the Committee on the District of Columbia or on the Committee on Un-American Activities

may be elected to serve on two standing committees and no more, and Members of the majority party who are elected to serve on the Committee on Expenditures in the Executive Departments or on the Committee on House Administration may be elected to serve on two standing committees and no more. It had been recommended by the Joint Committee that committee service of each Member would be limited to one standing committee and with the generally increased jurisdiction of each standing committee that would normally be sufficient. However, it was discovered (the situation with respect to Senate committees is the same) that with a close alinement of the two major parties that arrangement would leave many committees of the House in which the majority party did not have control. Since that situation would generally be felt to be unsatisfactory it is proposed that all of the Members of two of the committees named above and Members of the majority party of the other two committees, whose jurisdiction was relatively light as compared with other committees, may be elected to serve on two standing committees. It will be noted that the language is permissive only and in the event of a large majority of one party in the House, it would not be necessary to resort to such expedient in order for the majority party to control all standing committees.

Section 122. Delegates and Resident Commissioner

This section changes the committee assignment of the Delegates from Hawaii and Alaska and the Resident Commissioner from Puerto Rico since some of the committees on which they now serve have been merged with other committees in the new alinement. The committees it is proposed that they will serve on as additional members are Agriculture, Armed Services, and Public Lands.

Section 123. Reference of private claims bills

This section amends paragraph 3 of rule XXI which relates to the reference of bills for the payment or adjudication of private claims against the Government. Under the present rule no such bill may be referred, except by unanimous consent, to any other than the following-named committees: Foreign Affairs, Invalid Pensions, Pensions, Claims, War Claims, Public Lands, and Accounts. Since the substitute contain a provision banning private claims bills, on claims which are cognizable under the Federal Tort Claims Act (title IV of the bill), and since some of the above-named committees have been merged into other committees, it is proposed that such bills shall be referred, except by unanimous consent, only to the Committee on Foreign Affairs and to the Committee on the Judiciary.

PART 3—PROVISIONS APPLICABLE TO BOTH HOUSES

Section 131. Private bills banned

This section bans private bills, resolutions, and amendments authorizing or directing the payment of money for property damages for personal injuries or death or for pensions; the construction of bridges across navigable streams; or the correction of military or naval records. As the bill passed the Senate, it was provided that the provisions of this section were not to apply to private bills or resolutions conferring jurisdiction on the Federal courts to hear,

determine, and render judgment in connection with private claims otherwise cognizable under the Federal Tort Claims Act (title IV of the bill) if the claim accrued between January 1, 1939, and December 31, 1944, the last day being the day before the effective date (for the purpose of accrual of claims) of the Federal Tort Claims Act. This would have permitted consideration of bills or resolutions covering claims going back for a period of 6 years in order to prevent any inequities in connection with any claims that had been pending here in Congress over a period of years. It is proposed however in the substitute that the ban on private claims bills or resolutions would apply only to those claims for which suit may be instituted under the Federal Tort Claims Act. All other private claims can be taken care of by a private bill or resolution in the same manner in which they have heretofore been handled.

Joint hearings

As the bill passed the Senate, it contained a provision authorizing standing committees of the two Houses to hold joint hearings with respect to subject matter within their respective jurisdiction. The substitute strikes out this provision.

Section 132. Congressional adjournment

This section, as it passed the Senate, fixed an adjournment date for the Congress for each year at not later than the last day (Sundays excepted) in the month of July, except in time of war or during a national emergency proclaimed by the President. It was provided, however, that the Members of the Congress might be called back by the President of the Senate and the Speaker of the House whenever in their opinion legislative expediency warrants it or whenever the majority leader or the minority leader of the Senate and the majority leader or the minority leader of the House, acting jointly, file a written request with the Secretary of the Senate and the Clerk of the House that the Congress reassemble for the consideration of legislation. It is proposed in the substitute that, except in time of war or during a national emergency proclaimed by the President, the two Houses shall adjourn sine die not later than the last day (Sundays excepted) in the month of July in each year unless otherwise provided by the Congress. If the Congress does not desire to adjourn on such date, it may recess to a day certain, recess subject to the call of the leadership, or extend the adjournment date by concurrent resolution.

Section 133. Committee procedure

Various provisions relating to committee procedure are set forth in this section. Some of these procedures are now in effect in the case of many committees of the Congress. This section will make specific provision therefor.

As the bill passed the Senate, each standing committee was required to set aside a regular period during each month to permit Members to appear before the committee on bills or resolutions which they have introduced. This provision has been omitted from the substitute. Each such committee must fix regular weekly, biweekly or monthly meeting days for the transaction of business, and additional meetings may be called by the chairman. Each such committee shall keep a complete record of all committee action which

shall include a record of the votes on any question on which a record vote is demanded. As that provision passed the Senate, it included a record of the attendance of Members at committee sessions and a requirement that record votes in committee should be printed in the Congressional Record. The substitute deletes both of these requirements. It is made the duty of the chairman of each such committee to report or cause to be reported promptly to the Senate or House, as the case may be, any measure approved by his committee and to take or cause to be taken the necessary steps to bring the matter to a vote. There is also a requirement that no measure or recommendation shall be reported from any committee unless a majority of the committee were actually present.

Each standing committee shall, so far as practicable, require witnesses to file in advance written statements of their testimony and to limit oral presentations to brief summaries. The staff of each committee shall prepare digests of such statements for use of committee members. All hearings are required to be open to the public except executive sessions for marking up bills or for voting or where the committee by a majority vote orders an executive session.

Section 134. Committee powers

This section embodies the procedural powers normally given to Senate committees. Owing to the greater volume of work imposed on the smaller number of committees under the bill, it is recommended that expenditures for any Congress be fixed at not in excess of \$10,000 for each committee in lieu of \$5,000 now fixed for Senate committees. As this section passed the Senate, House committees were also included. The substitute strikes the House committees from this subsection so that the procedure now obtaining in the House with respect to House committees will continue.

It is provided that every committee and subcommittee shall report the name, profession, and total salary of each staff member employed by it, and shall make an accounting of funds expended by it, at least once every 6 months. Such information is also required to be published periodically in the Congressional Directory when and as issued, and as Senate and House documents, every 3 months.

It is further provided that no standing committee of the Senate or the House, except the Committee on Rules of the House, shall sit without special leave while the Senate or the House, as the case may be, is in session. This will extend to the Senate the rule now applicable to House committees except in the case of the Committee on Rules.

Section 135. Conference rules on amendments in nature of substitute

This section in effect makes specific the application to amendments in the nature of a substitute of the conference rules now applicable to numbered amendments, and will outlaw the expedient resorted to in recent years of conferees bringing back legislation not passed by either House. The substitute eliminates the language prohibiting the conferees from striking out matter agreed to by both Houses.

Section 136. Legislative oversight by standing committees

In effect, this section directs each standing committee of the Senate and the House to exercise continuous surveillance of the execution by the administrative agencies concerned of laws within the jurisdiction of the respective committees.

Section 137. Decisions on questions of committee jurisdiction

This section provides that questions with respect to committee jurisdiction in the Senate shall be decided by the Presiding Officer of the Senate, without debate, in favor of that committee which has jurisdiction over the subject matter which predominates; but the decision is subject to an appeal.

Section 138. Legislative budget

This section, as it passed the Senate, requires the Committee on Ways and Means and the Committee on Appropriations of the House and the Committee on Finance and the Committee on Appropriations of the Senate to meet jointly at the beginning of each session and after study and consultation to report to their respective Houses estimated over-all Federal receipts and expenditures for the ensuing fiscal year. The report is to be made by March 1. If the estimated expenditures exceed the estimated receipts the report must be accompanied by a concurrent resolution reciting that it is the sense of the Congress that the public debt should be increased in an amount equal to the amount by which the estimated expenditures exceed the estimated receipts.

The substitute strikes out the provisions contained in the Senate bill explained above the inserts a provision requiring the same committees to meet jointly at the beginning of each Congress and after study and consultation report to their respective Houses a legislative budget for the ensuing fiscal year. Such budget will include the estimated over-all Federal receipts and expenditures for such year and will contain a recommendation for the maximum amount to be appropriated for expenditure in such year. Within such maximum amount it is contemplated that the committees will reserve a sufficient amount for subsequent deficiency appropriations as the need becomes apparent. It is realized that such amounts as may be reserved for deficiency will, of necessity for a few years, be on the trial and error method; however, it is believed that, with a few years experience, such amount will be susceptible of definite determination in advance under ordinary circumstances. If said committees estimate that the receipts will exceed expenditures, the report will contain a recommendation for a reduction in the public debt. A concurrent resolution will accompany such report and will contain language adopting such budget and fixing the maximum allowance to be appropriated for expenditure in such year. In addition, if an estimated deficit will result, the concurrent resolution will also include a section stating that it is the sense of Congress that the public debt shall be increased in an amount equal to such deficit.

Section 139. Hearings and reports by Appropriations Committees

This section provides that general appropriation bills, other than deficiencies, shall not be considered unless prior to the consideration printed committee hearings and reports have been available for at least three calendar days for the Members of the House in which such bill is

to be considered. The Appropriations Committees are further authorized and directed, acting jointly, to develop standard appropriation classification schedules, and it is required that the part of the printed hearings containing any agency's request for appropriations shall be preceded by such a schedule.

The section further provides that no general appropriation bill or amendment thereto shall be in order if it contains any provision reappropriating unexpended balances; but this provision shall not apply to appropriations in continuation of appropriations for public works on which work has commenced.

The Appropriations Committees are also directed to make a study of permanent appropriations with a view to limiting their number, and also a study of the disposition of funds resulting from the sale of Government property or services with a view to recommending a uniform system of control with respect to such funds.

Section 140. Records of Congress

The Secretary of the Senate and the Clerk of the House, acting jointly, are directed by this section to obtain at the close of each Congress all noncurrent records and transfer them to the National Archives; and the Clerk of the House is directed to collect the non-current records of the House of Representatives from the First to the Seventy-sixth Congress, inclusive, and transfer them to the National Archives. The substitute proposes a clarifying amendment to make sure that the records, even after transfer, will remain subject to the orders of the Senate and House.

Section 141. Preservation of committee hearings

This section requires the Librarian of Congress to have bound the printed hearings of testimony taken by each committee of the Congress.

Section 142. Effective date

This title, as it passed the Senate, takes effect on the day on which the Eightieth Congress convenes; except that the provisions relative to reports, just discussed, take effect on the date of enactment. The committee print proposes that it take effect on January 2, 1947, so that when the new Congress assembles and adopts the rules of the old House, these rules will be included.

TITLE II—MISCELLANEOUS

This title contains miscellaneous provisions relating to congressional personnel, committees of Congress, and the Capitol Building.

PART 1. STATUTORY PROVISIONS RELATING TO CONGRESSIONAL PERSONNEL

Section 201. Stenographic pool

Under this section the Secretary of the Senate and the clerk of the House are required to establish a stenographic pool in each of the Senate and House Office Buildings for use of Members during peak periods.

Section 202. Increase in compensation for certain congressional officers

This section increases the basic compensation of elected officers of the Senate and House (not including the presiding officers) by 50 percent, effective January 1, 1947; and increases the appropriations for the Office of the Vice President and the Office of the Speaker by approximately 50 percent. It also provides for an \$8,000 administrative assistant for the Speaker and the majority and minority leaders of the House.

Section 203. Committee staffs

This section authorizes each standing committee to appoint not more than four professional staff members (in addition to the clerical staffs), who are to be appointed on a permanent basis, without regard to political affiliations and solely on the basis of fitness to perform the duties of the office. These staff members may not engage in any work other than committee business and no other duties may be assigned to them.

In the case of the Committees on Appropriations, each such committee and each subcommittee thereof is to be provided with a professional staff of not more than four, who shall be assigned to the chairman of the committee and each subcommittee thereof and to the ranking minority member of each such committee and subcommittee thereof, as the committee or subcommittee may deem advisable.

The clerical staff of each standing committee will consist of not more than six clerks, to be attached to the office of the chairman, to the ranking minority member, and to the professional staff, as the committee may deem advisable; and the office of committee janitor is abolished.

It is required that all committee hearings, records, data, charts, and files shall be kept separate and distinct from the congressional office records of the Member serving as chairman; and such records are declared to be the property of the Congress and all members of the committee and the respective Houses shall have access to such records.

The professional staff members will receive annual compensation, to be fixed by the chairman, ranging from \$6,000 to \$8,000, and the clerical staff will receive annual compensation ranging from \$2,000 to \$6,000.

It is specifically provided that no committee shall appoint to its staff any experts or other personnel detailed or assigned from any department or agency of the Government except with the written permission of the Committee on Rules and Administration of the Senate or the Committee on House Administration of the House of Representatives, as the case may be.

Professional staff members of committees are prohibited from being appointed to any office or position in the executive branch of the Government for a period of 1 year after they cease to be such a member. It is felt that this provision is necessary in order to prevent any such individual from using his position of staff member as a springboard to positions in the executive departments.

Section 204. Legislative Reference Service

This section gives specific statutory authority for the Legislative Reference Service of the Library of Congress and prescribes detailed statutory functions for that Service.

The Director and Assistant Director of the Service are to be appointed by the Librarian. All personnel of the Service are to be appointed without regard to the civil-service laws and solely on the ground of fitness to perform the duties of their offices. Specific provision is made for the appointment of senior specialists in certain broad fields and such specialists, together with such other members of the staff as may be necessary, are to be available for special work with the committees of Congress.

Increased appropriations for the work of the Legislative Reference Service are authorized, as follows: (1) For the fiscal year ending June 30, 1947, \$550,000; (2) for the fiscal year ending June 30, 1948, \$650,000; (3) for the fiscal year ending June 30, 1949, \$750,000; and (4) for each fiscal year thereafter such sums as may be necessary to carry on the work of the Service.

Section 205. Office of the Legislative Counsel

This section authorizes appropriations for the Office of the Legislative Counsel as follows:

- (1) For the fiscal year ending June 30, 1947, \$150,000.
- (2) For the fiscal year ending June 30, 1948, \$200,000.
- (3) For the fiscal year ending June 30, 1949, \$250,000.
- (4) For the fiscal year ending June 30, 1950, \$250,000.
- (5) For each fiscal year thereafter such sums as may be necessary to carry on the work of the Office.

These figures are increases over past appropriations for this Office; for example, the appropriation contained in the pending legislative appropriation bill is \$105,000.

Section 206. Studies by the Comptroller General

This section authorizes and directs the Comptroller General to make a study of restrictions in general appropriation accounts limiting expenditure of specified appropriations, with a view to determining the cost to the Government incident to complying with such restrictions and to report to the Congress with respect thereto.

Section 207. Expenditure analyses by Comptroller General

This section authorizes and directs the Comptroller General to make an expenditure analysis of each agency in the executive branch, to enable Congress to determine whether public funds have been economically and efficiently administered and expended. Reports on such analyses are to be submitted to the Committees on Expenditures in the Executive Departments, the Appropriations Committees, and the legislative committees having jurisdiction over legislation relating to the operations of the respective agencies.

PART 2. STATUTORY PROVISIONS RELATING TO COMMITTEES OF CONGRESS

Section 221. Improvement of Congressional Record

This section authorizes and directs the Joint Committee on Printing to make provision for printing in the daily Record the legislative program for the day, together with a list of congressional committee meetings and hearings; and to cause a brief résumé of congressional activities for the previous day to be incorporated in the Record, together with an index of its contents. The data will be prepared under the supervision of the Secretary of the Senate and the Clerk of the House, respectively.

Section 222. Joint Committee on Printing

This section provides that the Joint Committee on Printing shall consist of the chairman and two members of the Committee on Rules and Administration of the Senate and the chairman and two members of the Committee on House Administration of the House of Representatives. This provision is made necessary by reason of the fact that the Committees on Printing of the respective Houses are abolished in the rearrangement of committees, heretofore discussed.

Section 223. Joint Committee on the Library

Similarly, under this section the Joint Committee on the Library will consist of the chairman and four members of the Committee on Rules and Administration of the Senate and the chairman and four members of the Committee on House Administration of the House.

Section 224. Transfer of functions

Owing to the rearrangement of committees this section transfers the functions, powers, and duties imposed on a standing committee of the Senate or the House to the standing committee created by this act to which is transferred legislative jurisdiction over the subject matter to which such functions, powers, and duties relate; except that respective chairmen of the Civil Service committees are to be members of the National Archives Council since under the bill the National Archives come under the jurisdiction of the Civil Service committees.

Section 225. Joint Committee on the Economic Report

This section changes the date for filing the report of the Joint Committee on the Economic Report under the Employment Act of 1946 from May 1 to February 1. This change is necessary so that the committees of Congress, in establishing a legislative budget, will be able to study such report prior to making their recommendations to the Congress.

Section 226. Economic report of the President

This section is directly related to the preceding section and requires the President to make his report under the Employment Act of 1946 at the beginning of each regular session rather than within 60 days after such beginning.

PART 3. PROVISIONS RELATING TO CAPITOL AND PAGES*Section 241. Remodeling of caucus rooms and restaurants*

This section authorizes and directs the Architect of the Capitol to prepare and submit to Congress plans for the remodeling of the caucus rooms in the Senate and House Office Buildings and the Senate and House restaurants.

Section 242. Assignment of Capitol space

Under this section the President pro tempore of the Senate and the Speaker of the House are to cause a survey to be made of available space which could be utilized for joint committee meetings, meetings of conference committees, and other meetings requiring attendance of both Senators and Members of the House, and to recommend the reassignment of such space to accommodate such meetings.

Section 243. Senate and House pages

This section provides that the Secretary of the Senate and the Clerk of the House are directed to enter into an arrangement with the Board of Education of the District of Columbia for the education of congressional pages and pages of the Supreme Court in the public-school system of the District or in a private or parochial school of their own choice, with provision for reimbursement to the District, or to such private or parochial school, for any additional expenses incurred.

Section 244. Effective date

This section fixes the effective date for this title as the date of enactment of the act, with the exception of sections 203 (a), (b), (c), (e), and (f), 222, 223, 224, and 243, which take effect on the day on which the Eightieth Congress convenes.

TITLE III—REGULATION OF LOBBYING ACT

This title deals with a subject that has frequently been before the Congress, in the form of bills to regulate lobbying activities. In order that there may be no misunderstanding of the purposes of this title it is desirable to make a statement as to what the title does and what it does not do. There follow some of the things that the title does not do:

First. It does not curtail the right of free speech or freedom of the press or the right of petition.

Second. It has no application to the publishers of newspapers, magazines, or other publications, acting in the regular course of business.

Third. It has no application to persons who merely appear, openly and frankly, before the committees of Congress.

Fourth. It does not require any reports of any persons or organizations now required to report under the provisions of the present Corrupt Practices Act.

Fifth. It does not apply in any manner to persons who appear voluntarily without compensation.

Sixth. It does not apply to organizations formed for other purposes whose efforts to influence legislation are merely incidental to the purposes for which formed.

On the other hand the title applies chiefly to three distinct classes of so-called lobbyists:

First. Those who do not visit the Capitol but initiate propaganda from all over the country in the form of letters and telegrams, many of which have been based entirely upon misinformation as to facts. This class of persons and organizations will be required under the title, not to cease or curtail their activities in any respect, but merely to disclose the sources of their collections and the methods in which they are disbursed.

Second. The second class of lobbyists are those who are employed to come to the Capitol under the false impression that they exert some powerful influence over Members of Congress. These individuals spend their time in Washington presumably exerting some mysterious influence with respect to the legislation in which their employers are interested. The title in nowise prohibits or curtails their activities. It merely requires that they shall register and disclose the sources

purposes of their employment and the amount of their compensation.

Third. There is a third class of entirely honest and respectable representatives of business, professional, and philanthropic organizations who come to Washington openly and frankly to express their views for or against legislation, many of whom serve a useful and perfectly legitimate purpose in expressing the views and interpretations of their employers with respect to legislation which concerns them. They will likewise be required to register and state their compensation and the sources of their employment.

Section 301. Short title

This section provides a short title, namely, the "Federal Regulation of Lobbying Act."

Section 302. Definitions

This section contains definitions and for convenience of reference the definitions of "contribution," "expenditure," and "legislation" are included herein as follows:

(a) The term "contribution" includes a gift, subscription, loan, advance, or deposit of money or anything of value and includes a contract, promise, or agreement, whether or not legally enforceable, to make a contribution.

(b) The term "expenditure" includes a payment, distribution, loan, advance, deposit, or gift of money or anything of value, and includes a contract, promise, or agreement, whether or not legally enforceable, to make an expenditure.

* * * * *

(c) The term "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House of Congress, and includes any other matter which may be the subject of action by either House.

Section 303. Detailed accounts of contributions

This section makes it the duty of every person soliciting or receiving contributions (as defined above) to any organization or fund for the purposes defined in section 307 (post) to keep a detailed and exact account of all contributions; the name and address of every person making a contribution of \$500 or more and the date thereof; all expenditures made by or on behalf of the organization or fund; and the name and address of every person to whom any expenditure was made, and the date thereof. It is further made the duty of such person to keep receipted bills for expenditures in excess of \$10, and to preserve the receipted bills and accounts required to be kept for at least 2 years from the date of filing of the statement containing such items.

Section 304. Receipts for contributions

This section requires every individual who receives a contribution of \$500 or more for the purposes specified in section 307 (post), within 5 days after receipt, to render to the person or organization for which it was received a detailed account thereof, including the name and address of the person making the contribution and the date on which received.

Section 305. Statements to be filed with Clerk of House

This section requires every person receiving any contributions or expending any money for the purposes specified in section 307 (post) to file with the Clerk of the House a statement showing the names and addresses of persons contributing \$500 or more; the total sum of the

contributions made to or for such person during the calendar year and not stated under the foregoing requirement; the total sum of all contributions made to or for such person during the calendar year; the name and address of each person to whom an expenditure of \$10 or more has been made within the calendar year by or on behalf of such person and the amount, date, and purpose of such expenditure; the total sum of all expenditures made by or on behalf of such person during the calendar year and not stated under the foregoing requirement, and the total expenditures made by or on behalf of such person during the calendar year. Statements required to be filed hereunder shall be cumulative during the calendar year to which they relate.

Section 306. Statement preserved for 2 years

Statements required to be filed with the Clerk must be preserved for a period of 2 years from the date of filing, shall constitute part of the public records of his office, and shall be open to public inspection.

Section 307. Persons to whom applicable

This section defines the application of the title and includes any person who by himself or through any agent or employee or other person in any manner whatsoever, directly or indirectly, solicits, collects, or receives money or any other thing of value to be used principally to aid, or the principal purpose of which person is to aid, in the accomplishment of any one of the following purposes:

(a) The passage or defeat of any legislation by the Congress of the United States. It will be noted in this connection that under the definition set forth above "legislation" means bills, resolutions, amendments, nominations, and other matters pending or proposed in either House and includes any other matter which may be the subject of action by either House.

(b) To influence, directly or indirectly, the passage or defeat of any legislation by the Congress.

Section 308. Registration with Secretary of Senate and Clerk of House

This section requires any person who engages himself for pay or for any consideration, for the purpose of attempting to influence the passage or defeat of legislation, to register with the Clerk of the House and the Secretary of the Senate, giving full details of his employment, and to report each calendar quarter details concerning money received and expended by him during the preceding calendar quarter in carrying on his work. There are excepted from the provisions of this section persons who merely appear before committees in support of or in opposition to legislation; public officials acting in their official capacity; and newspapers and periodicals acting in the regular course of business. All information required to be filed with the Clerk and Secretary shall be compiled by them, acting jointly, and printed in the Congressional Record.

Section 309. Reports and statements to be made under oath

This section requires all reports and statements to be made under oath.

Section 310. Penalties

This section makes it a misdemeanor to violate any of the provisions of the title and provides punishment by fine of not more than \$5,000 or imprisonment for not more than 12 months, or both. In

addition to these penalties any person convicted of the misdemeanor specified above is prohibited for a period of 3 years from attempting to influence directly or indirectly the passage or defeat of any proposed legislation or from appearing before a committee of the Congress in support of or in opposition to proposed legislation; and any person who violates this provision is guilty of a felony and subject to punishment by a fine of not more than \$10,000 or imprisonment for not more than 5 years, or both.

Section 311. Exemption

This section provides that the title shall not apply to practices or activities regulated by the Federal Corrupt Practices Act nor be construed as repealing any portion of said act.

TITLE IV—FEDERAL TORT CLAIMS ACT

This title waives, with certain limitations, governmental immunity to suit in tort and permits suits on tort claims to be brought against the United States. It is complementary to the provision in title I banning certain private bills and resolutions in Congress, leaving claimants to their remedy under this title.

In addition, the title extends the existing authority of heads of Government departments to adjust tort claims. Under existing law such authority is restricted to claims for property loss and damage not exceeding \$1,000. This title would extend it to cases of personal injury or death, but retains the maximum limitation of \$1,000.

The title applies to claims accruing on and after January 1, 1945, thus going back for one full session of Congress.

Attention is called to the fact that there is now on the House Calendar a bill (H. R. 181, 79th Cong.) almost identical with this title. The essential difference is that the House bill puts a maximum limitation of \$10,000 on claims for which suit may be brought, whereas this title of the pending measure contains no such limitation. In view of the banning of private claim bills in the Congress no such limitation should be imposed, and that with respect to this type of claim the Government should be put in the same position as any private party.

For the information of the House the following statement from the House committee report on H. R. 181 (H. Rept. No. 1287, 79th Cong., 1st sess.), covering the history of this legislation and a summary of existing law is incorporated and made a part of this report:

HISTORY OF LEGISLATION

Under existing law, while the Government may be sued in contract, it is not generally subject to suit in tort, except as to admiralty and maritime torts.

Heads of departments are permitted to make administrative adjustments of certain types of tort claims for small amounts. Other claims, if adjusted at all, are handled individually by private bills, which either make a direct appropriation for the payment of the claim or else remit the claimant to suit either in the Court of Claims or in a United States district court.

For many years the present system has been subjected to criticism, both as being unduly burdensome to the Congress and as being unjust to the claimants, in that it does not accord to injured parties a recovery as a matter of right but bases any award that may be made on considerations of grace. Moreover, it does not afford a well-defined continually operating machinery for the consideration of such claims. For many years bills on this subject have been introduced from time to time at-

tempting to approach the matter in various ways. During the Seventieth Congress a bill, H. R. 9285, which endeavored to deal with this matter passed both Houses but encountered a pocket veto at the hands of President Coolidge, which it is understood was principally based on the fact that the function of acting as counsel for the Government in such cases was to be reposed by that bill in the Comptroller General instead of in the Attorney General.

In the Seventy-sixth Congress H. R. 7236 passed the House on September 12, 1940, but the pressure of other urgent matters prevented its consideration in the Senate before the close of the session.

In the Seventy-seventh Congress a similar bill, S. 2221, was passed by the Senate and was approved in substance by this committee. Previous to such action, hearings were held before a subcommittee of the Committee on the Judiciary on H. R. 6463 and an earlier bill, H. R. 5373, both introduced by Representative Celler.

The magnitude of the task of considering and disposing of private claims can be gathered from the following statistics:

In the Sixty-eighth Congress about 2,200 private claim bills were introduced, of which 250 became law, then the largest number in the history of the Claims Committee.

In the Seventieth Congress 2,268 private claim bills were introduced, asking more than \$100,000,000. Of these, 336 were enacted, appropriating about \$2,830,000, of which 144, in the amount of \$562,000, were for tort.

In each of the Seventy-fourth and Seventy-fifth Congresses over 2,300 private claim bills were introduced, seeking more than \$100,000,000. In the Seventy-sixth Congress approximately 2,000 bills were introduced, of which 315 were approved, for a total of \$826,000.

In the Seventy-seventh Congress, of the 1,829 private claim bills introduced and referred to the Claims Committee, 593 were approved for a total of \$1,000,-253.30. In the Seventy-eighth Congress 1,644 bills were introduced; 549 of these were approved for a total of \$1,355,767.12. So far during the present Congress about 1,279 private claim bills have been introduced. Of these, 225 have been enacted, appropriating about \$965,353.06.

SUMMARY OF EXISTING LAW

Since 1855 the Government has been subject to suit on contract in the Court of Claims (act of February 24, 1855; 10 Stat. 612, amended by act of March 3, 1863; 12 Stat. 765). By the act of March 3, 1887, known as the Tucker Act, concurrent jurisdiction was conferred on the United States district courts over such contract claims and other claims "not sounding in tort" against the Government as involve a sum not exceeding \$10,000. By the act of June 25, 1910 (36 Stat. 851; U. S. C., title 35, sec. 68), the United States submitted itself to suit for patent infringement. Such suits may be brought only in the Court of Claims.

By the act of March 9, 1920 (41 Stat. 525; U. S. C., title 46, sec. 742), the Government was subjected to being sued in the district courts in respect to admiralty and maritime torts involving merchant vessels or tugboats owned or operated by the Government. By the act of March 3, 1925 (43 Stat. 1112; U. S. C., title 46, sec. 781), the right to sue the Government in respect to admiralty and maritime torts was extended so as to include damages caused by a public vessel of the United States. This authority was without limitation as to the amount of the claim.

As a result of the statutes briefly summarized above, the Government is subject to suit in contract, on admiralty and maritime torts, and for patent infringement. On the other hand, no action may be maintained against the Government in respect to any common-law tort. The existing exemption in respect to common-law torts appears incongruous. Its only justification seems to be historical. With the expansion of governmental activities in recent years, it becomes especially important to grant to private individuals the right to sue the Government in respect to such torts as negligence in the operation of vehicles.

In respect to certain classes of small claims the heads of departments are permitted by existing law to make administrative adjustment. However, in no case, is a court review now provided, if the claimant feels aggrieved at the disposition made of his claim by the head of the department. Thus by the act of December 28, 1922 (42 Stat. 1066; U. S. Code, title 31, sec. 215), the head of each department or independent establishment was authorized to adjust any claim for property loss or damage caused by the negligence of an officer or employee of the Government acting within the scope of his employment if the amount of the claim does not exceed \$1,000. It will be observed that this authority does not

extend to claims for personal injuries or death. There are special statutes in existence permitting the heads of a few departments to adjust claims of a character defined in such statutes, generally not exceeding \$500 in amount. For example, the Postmaster General is vested with power to settle claims not exceeding \$500 involving either personal injuries or property damage caused by operations of the Post Office Department.

The present bill would establish a uniform system authorizing the administrative settlement of small tort claims and permitting suit to be brought on any tort claim not exceeding \$10,000, with the exception of certain classes of torts expressly exempted from the operation of the act.

PART 1. SHORT TITLE AND DEFINITIONS

Section 401. Short title

This section provides a short title, namely, the "Federal Tort Claims Act."

Section 402. Definitions

This section defines the terms used in the title and makes it clear that its provisions cover all Federal agencies, including Government corporations, and all Federal officers and employees, including members of the military and naval forces (in the case of the latter it is noted that sec. 421 (j) excludes from the application of the title claims arising out of the activities of the military and naval forces or the Coast Guard, during time of war).

PART 2. ADMINISTRATIVE ADJUSTMENT OF TORT CLAIMS

Section 403. Claims of \$1,000 or less

This section authorizes the head of each Federal agency, or his designee, to adjust claims accruing on and after January 1, 1945, not exceeding \$1,000, on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee of such agency while acting within the scope of his employment. In general, any award or determination is final and conclusive, except when procured by means of fraud. The acceptance of any award, compromise, or settlement releases both the Government and the employee from liability.

Section 404. Reports

Under this section the heads of Federal agencies are required to make an annual report to Congress of all claims paid under this part.

PART 3. SUITS ON TORT CLAIMS

Section 410. Jurisdiction

This section vests exclusive jurisdiction in the United States district courts over claims against the United States, accruing on and after January 1, 1945, on account of property loss or damage or personal injury or death caused by the negligence or wrongful act or omission of a Government employee while acting within the scope of his employment. The trial will be without a jury as is now the case in suits under the Tucker Act. The liability of the United States will be the same as that of a private person under like circumstance, in accordance with the local law, except that no punitive damages and no interest prior to judgment may be recovered.

Suit may not be instituted on a claim presented to a Federal agency under part 2 until it has been finally disposed of by the agency or withdrawn from consideration of the agency, and in any case suit shall not be brought for any sum in excess of the amount of the claim presented to the Federal agency except where based upon newly discovered evidence or evidence of intervening facts.

Section 411. Procedure

This section provides that the practice and procedure shall be in accordance with the Rules of Civil Procedure, and the same provisions for counterclaim and set-off, for interest upon judgments, and for payment of judgments are applicable as in cases brought in the district courts under the Tucker Act.

Section 412. Review

Final judgments in the district courts are made subject to review by appeal to the circuit court of appeals or, with the written consent of all appellees, to the Court of Claims. Judgment would then be subject to review by the Supreme Court to the same extent as in other cases in the circuit courts of appeal.

Section 413. Compromise

This section authorizes the Attorney General to arbitrate, compromise, or settle any claim cognizable under this part, after the institution of suit thereon, with the approval of the court in which such suit is pending.

PART 4. PROVISIONS COMMON TO PART 2 AND PART 3

Section 420. Statute of limitations

This section prescribes a limitation period of 1 year for presentation of claims to Federal agencies or filing of suits in the district courts. If the claim is presented to a Federal agency an additional period of 6 months is provided from the time of disposition by the agency or withdrawal of the claim within which to file suit.

Section 421. Exceptions

This section specifies types of claim which would not be covered by the title. They include claims based upon the performance or nonperformance of discretionary functions or duties; claims based upon the act or omission of a Government employee exercising due care in the execution of a statute or regulation; claims based upon action of the Treasury Department under its blacklisting or freezing powers; claims seeking to test the constitutionality of legislation or the legality of a rule or regulation; claims arising from the administration of the Trading With the Enemy Act; and claims which relate to certain governmental activities which should be free from the threat of damage suit, or for which adequate remedies are already available. These exemptions cover claims arising out of the loss or miscarriage of postal matter; the assessment or collection of taxes or assessments; the detention of goods by customs officers; admiralty and maritime torts; deliberate torts such as assault and battery; and others. There are also excluded claims arising out of the activities of the military and naval forces, or the Coast Guard, during time of war, and claims arising in a foreign country.

Section 422. Attorney's fees

This section authorizes the court or the administrative officer, as the case may be, to fix reasonable attorney's fees. If the recovery is \$500 or more, such fees may not exceed 10 percent of the administrative award or 20 percent of the judgment; but in any case the attorney's fees allowed must be paid out of, but not in addition to, the judgment or award. Criminal penalties are provided for charging or collecting fees in excess of the maximum.

Section 423. Exclusiveness of remedy

This section provides that after the effective date of the title, the authority of any Federal agency to sue and be sued in its own name will no longer be applicable to torts cognizable under this title. This will place torts of "suable" agencies of the United States upon precisely the same footing as torts of "nonsuable" agencies. In both cases, the suits would be against the United States, subject to the limitations and safeguards of the bill; and in both cases the exceptions of the bill would apply either by way of preventing recovery at all or by way of leaving recovery to some other act, as, for example, the Suits in Admiralty Act. It is intended that neither corporate status nor "sue and be sued" clauses shall, alone, be the basis for suits for money recovery sounding in tort.

Section 424. Certain statutes inapplicable

This section provides that as to claims cognizable under part 2 of the title existing provisions of law authorizing administrative adjustment of such claims are repealed. Provisions of law authorizing adjustment of claims not cognizable under part 2 would remain unaffected as to such claims.

TITLE V—GENERAL BRIDGE ACT

The object of the proposed title is to eliminate the necessity of a special act of Congress to authorize the construction of each individual bridge by giving general consent to all bridges the location, plans, and specifications of which are approved by the Secretary of War and the Chief of Engineers.

This title does not repeal the General Bridge Act of 1906 (34 Stat. 84; U. S. C., title 33, sec. 491), or the act of March 3, 1899 (30 Stat. 1151; U. S. C., title 33, sec. 401) relating to bridges over waters the navigable portions of which lie wholly within one State, but supersedes such acts with respect to bridges over navigable waters of the United States, the construction of which is hereafter approved, and it is contemplated that all such bridges will hereafter be constructed under the provisions of this title. However, it may be noted that even though section 121 of the substitute prohibits the receipt or consideration in either House of Congress of a private bill or resolution authorizing the construction of a bridge across a navigable stream, the two Houses may suspend such rule and grant such consent by a special act in accordance with the provisions of the General Bridge Act of 1906. In any case in which that event occurs, the provisions of the 1906 act will apply.

This title does not apply to the bridges specified in the act of August 21, 1935 (49 Stat. 670; U. S. C., title 33, secs. 503-506). That act

permits the Secretary of War to set reasonable tolls on bridges constructed under the authority of acts prior to the act of March 3, 1899, cited above; nor does it apply to the act of June 21, 1940 (54 Stat. 497; U. S. C., title 33, secs. 511-523), which is an act to provide for the alteration of railroad bridges and for the apportionment of the cost of such alterations between the United States and the owners of such bridges.

Section 501. Short title

This section provides a short title, namely, the "General Bridge Act of 1946."

Section 502. Consent of Congress

This section contains a general grant of the consent of Congress for the construction, maintenance, and operation of bridges over navigable waters in accordance with the provisions of this title. Location and plans are to be approved by the Chief of Engineers and the Secretary of War who may impose any specific conditions that they deem necessary in the interest of public navigation. In the case of privately owned highway toll bridges the location and plans must be approved by the highway departments of the State or States in which the bridge and its approaches are situated, and if in any such case the States are unable to agree or they, or either of them, fail or refuse to act upon the location and plans submitted, the location and plans will then be submitted to the Federal Public Roads Administration and, if approved by the Public Roads Administration, approval by the State highway departments is not required.

Section 503. Tolls

This section provides for the regulation of tolls over interstate bridges and authorizes the Secretary of War from time to time to prescribe reasonable rates of toll.

Section 504. Acquisition by public agencies

This section authorizes acquisition by public agencies of any interstate toll bridge and limits the damages or compensation to be allowed, after 5 years after the completion of the bridge, to cost of construction, acquiring interests in real property, financing and promotion costs not to exceed 10 percent of the sum of the foregoing, and actual expenditures for necessary improvements. In such cases no allowances will be made for good will, going value, or prospective revenues or profits.

Section 505. Statements of cost

Under this section the owner is required to file with the Secretary of War and the highway departments detailed statements of cost. Provision is made for investigation of such costs by the Secretary of War, and his findings shall be conclusive for purposes of section 504, subject only to review in a court of equity for fraud or gross mistake.

Section 506. Sinking fund

This section provides that in the case of interstate toll bridges constructed or taken over by a public agency, the rates of toll shall be so adjusted as to provide a fund sufficient to pay for the reasonable cost of maintaining, repairing, and operating the bridge and its approaches under economical management, and to provide a sinking

fund sufficient to amortize the amount paid therefor, including reasonable interest and financing cost, as soon as possible under reasonable charges, but within a period of not to exceed 20 years from the date of construction or acquisition. After a sinking fund sufficient for such amortization has been provided the bridge shall thereafter be maintained and operated free of tolls.

Section 507. Applicability of title

This title is to apply only to bridges over navigable waters of the United States the construction of which is hereafter approved under the provisions of this title.

Section 508. International bridges

This section specifically excepts from the application of the title bridges which will connect the United States or any Territory or possession of the United States with any foreign country.

Section 509. Eminent domain

This section grants the right of eminent domain to persons or public agencies authorized to build bridges between two or more States.

Section 510. Penalties

This section imposes criminal penalties for violation of orders of the Secretary of War or the Chief of Engineers, and for refusal to produce books, papers, or documents required under the title.

Section 511. Rights reserved

This section is the usual reservation of the right to alter, amend, or repeal.

TITLE VI—COMPENSATION AND RETIREMENT PAY OF MEMBERS OF CONGRESS

This title accomplishes two purposes. First, it increases the compensation of Members of Congress to \$15,000 per annum, and the compensation of the Speaker and the Vice President to \$20,000 per annum. Second, it provides a system of retirement pay for Members of Congress similar to that accorded to Government officers and employees generally.

Section 601. Compensation of Members of Congress

This section increases the compensation of Senators, Representatives in Congress, Delegates from Territories, and the Resident Commissioner from Puerto Rico to \$15,000 per annum; and the compensation of the Speaker of the House of Representatives and the Vice President to \$20,000 per annum. As an incident to these increases the section contains two additional provisions:

The provision of the Legislative Branch Appropriation Act, 1946, providing for the \$2,500 expense allowance for Representatives, Delegates, and the Resident Commissioner from Puerto Rico, and the similar provision in the Legislative Branch Appropriation Act, 1947, providing \$2,500 for Senators, are repealed.

Section 602. Retirement pay of Members of Congress

Subsection (a) of this section amends section 3 (a) of the Civil Service Retirement Act of May 29, 1930, so as to remove the exclusion contained therein with respect to Members of Congress. Section 3 (a), which relates to coverage under the act, reads in part as follows:

SEC. 3. (a) This Act shall apply to all officers and employees in or under the executive, judicial, and legislative branches of the United States Government * * * except elective officers and heads of executive departments.

The amendment would insert after the words "elective officers" the words "in the executive branch of the Government," thus confining the exclusion of elective officers to the President and the Vice President.

Subsection (b) of the section would add a new section 3A to the Retirement Act. This new section would outline the respects in which the Retirement Act would operate differently in the case of a Member of Congress, and, except as provided in this section, the provisions of the Retirement Act would apply in the same manner to Members of Congress as to other persons covered by such act.

Paragraph (1) provides that no Member of Congress shall be subject to the provisions of the act unless he so elects. His election could be made at any time within 6 months after the date of enactment or at any time within 6 months after taking an oath of office as a Member of Congress. He would be required, however, to make his election while serving as a Member of Congress. Thus a Member could not wait until he is out of office and then elect to come under the act; nor would the amendment confer any rights upon former Members of Congress. Any such person who later becomes a Member of Congress would, of course, have a further opportunity at that time to elect to come within the purview of the act, and, if he so elected, he would get credit for his prior service as a Member of Congress.

Members of Congress electing to become subject to the provisions of the act would be required, from the date of such election, to contribute to the retirement fund at the rate of 6 percent of their pay rather than at 5 percent as in the case of other persons subject to the act. Deposits made for the purpose of purchasing credit for past service performed prior to the date of enactment, however, would be made at the same rates as in the case of other persons, that is, 5 percent for service between July 1, 1942, and the date of enactment; 3½ percent for service between July 1, 1926, and July 1, 1942; and 2½ percent for service between July 31, 1920, and July 1, 1926. No deposit is required for service prior to July 31, 1920.

A Member of Congress would not be eligible for a superannuation annuity under these provisions unless he had served as a Member of Congress for at least 6 years, and unless he contributes or makes deposit for his last 5 years of congressional service. If his last 5 years of service are performed after the date of enactment, the contribution or deduction would be at the rate of 6 percent. However, if any portion of his last 5 years of service shall have been performed prior to the date of enactment, the deposit for that portion would be at the rates (set forth in the preceding paragraph) in effect at the time such service was performed, and would be based on the salary he received at such time. An exception to the rule that the last 5 years of congressional service must be contributed for is contained in paragraph 7 of the amendment and perhaps should be mentioned at this point.

In a case in which a Member of Congress qualifies for and receives an annuity but thereafter is again elected to Congress, his annuity will be suspended during the period in which he holds office. Although this subsequent service will now form at least a part of his last 5 years of service, his annuity will be resumed when he relinquishes office even though he does not elect to have deductions made during this period. As hereafter explained, however, the annuity will not be recomputed to allow credit for the subsequent service unless such deductions are made.

If the Member of Congress is 62 or over when he leaves office his annuity would become payable on the first day of the month following the month in which he leaves office. If, however, he leaves office prior to attaining the age of 62, his annuity would not commence until the first day of the month following the month in which he reaches age 62.

As in the case of other persons subject to the Retirement Act, a Member of Congress could, irrespective of age, retire after 5 years' service if he were to become totally disabled for useful and efficient service, and be paid an annuity computed in the manner set forth in the following paragraph. In order to qualify for a disability annuity, the Member of Congress, however, must have contributed or made deposit for his last 5 years of service as required in the case of the annuity based on age and service.

The annuity of a Member of Congress under this section would, if he contributed or made deposit for all congressional service subsequent to July 31, 1920, be an amount equal to $2\frac{1}{2}$ percent of the average annual pay he received as a Member of Congress multiplied by his years of service as a Member of Congress, but no annuity would be permitted to exceed three-fourths of the annual rate of compensation received by such Member at the date of his separation from the service. For the purposes of computing average annual pay, only basic compensation would be considered. The compensation provided by law for the Speaker of the House and of the President pro tempore of the Senate when there is no Vice President would, of course, be considered pay for service as a Member of Congress for such purposes.

If the Member of Congress failed to contribute or make deposit for all his years of congressional service the years for which he did not contribute or make deposit would nevertheless be included in computing his annuity, but the annuity would be reduced by an amount equal to the amount of annuity which his contributions or deposit including interest thereon, for such years would purchase if made. Since service other than as a Member of Congress cannot be used in computing the annuity under this provision, failure to make deposit, for such service would not result in reduction of such annuity.

The amount of annuity payable to a Member of Congress would also be affected by any election which he might make under section 4 (c) or (d) of the Retirement Act. Ordinarily, any unexpended part of the principal of an annuity is returned, upon the annuitant's death, to his beneficiary. Under section 4 (c), however, he may elect to receive an increased annuity with forfeiture at his death of any unexpended part of the principal. Also, under section 4 (d), he may elect to receive a reduced annuity during his life, and an annuity payable at his death payable to his beneficiary.

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A Member who becomes separated without having served at least 6 years as a Member of Congress will be entitled under paragraph 6 to a refund of all amounts deducted from his pay for retirement purposes, with interest at 4 percent to the date of separation, unless, of course, he is receiving a disability annuity. In any case in which a Member receives a refund under this paragraph, and later has additional service which qualifies him for annuity, he must redeposit the amount refunded to him with interest, in order to receive such annuity.

No annuity will be payable to any person under the act during any period in which he holds office under, or is employed by, the United States. Paragraph 7 provides that if a person qualifies for and receives an annuity and later takes office as a Member of Congress, the payment of his annuity will be suspended so long as he holds such office. When he relinquishes office, however, his annuity will be resumed and, if he has elected to have deductions made from his salary for such period, his annuity will be recomputed to reflect credit for the additional service.

Under the Retirement Act at present, service as a Member of Congress is creditable for annuity purposes in cases where the annuitant had other governmental service which was within the purview of the act. This would be changed under the amendment so that in any case in which a person can qualify for a congressional annuity (i. e., if he has 6 years of service as a Member of Congress, any of which occurs after the date of enactment of the amendment) his service as a Member of Congress cannot be credited for the purposes of a regular annuity under the act, and any amounts which he may have contributed with respect to his other governmental service, if less than 5 years, would be refunded. If, however, he has less than 6 years of service as a Member of Congress, or if all of his congressional service was performed prior to the enactment of the amendment, such service can be credited for the purposes of a regular annuity, provided he has other Government service bringing him under the act. In no case can service other than service as a Member of Congress be considered in computing a congressional annuity under the amendment. There may be instances, of course, where a person has 6 or more years of service as a Member of Congress, thus qualifying him for an annuity under the amendment, and also has five or more years of other governmental service performed either prior to or after his congressional service, also qualifying him for an annuity under other provisions of the act. In such a case the annuity payable would be equal to the aggregate of the two annuities separately computed. It should be emphasized, however, that a period of service credited for the purposes of the one computation may in no event be credited for the purposes of the other computation.

Certain provisions of the Retirement Act are obviously incompatible with constitutional provisions relating to terms of office and removal of Members of Congress. Thus the provisions of the act relating to automatic separation from the service and to retirement at the request of the head of a department, branch, or agency of the Government, would not be applicable to Members of Congress who come within the provisions of the act.

The amendment would apply only to the Senators and Representatives in Congress, to the Delegates from Alaska and Hawaii, and to the Resident Commissioner from Puerto Rico.

The following table indicates the amounts of annuity payable to Members of Congress whose services are terminated January 2, 1947, according to indicated entry date into service and whether full contributions for all prior service or only contributions for the last 5 years of service have been made. In the latter case the annuity payable is shown for indicated select ages.

Date of entry into service	Amount owed as of Jan. 2, 1947	Annuity payable if contributions are made for all prior service	Annuity payable at indicated ages if contributions are made only for the last 5 years of service (\$2 674) ¹			
			62	65	70	75
Jan. 3, 1941.....	\$3, 108	\$1, 500	\$1, 465	\$1, 463	\$1, 458	\$1, 451
Jan. 3, 1939.....	4, 030	2, 000	1, 892	1, 884	1, 868	1, 846
Jan. 3, 1937.....	5, 026	2, 500	2, 313	2, 299	2, 271	2, 233
Jan. 3, 1935.....	6, 105	3, 000	2, 727	2, 707	2, 666	2, 611
Mar. 4, 1933.....	7, 168	3, 458	3, 100	3, 074	3, 020	2, 949
Mar. 4, 1931.....	8, 421	3, 958	3, 500	3, 467	3, 398	3, 307
Mar. 4, 1929.....	9, 777	4, 458	3, 892	3, 851	3, 766	3, 653
Mar. 4, 1927.....	11, 243	4, 958	4, 275	4, 226	4, 123	3, 987
Mar. 4, 1925.....	12, 525	5, 458	4, 673	4, 616	4, 498	4, 341
Mar. 4, 1923.....	13, 444	5, 833	4, 975	4, 913	4, 783	4, 612
Mar. 4, 1921.....	14, 438	6, 208	5, 271	5, 203	5, 061	4, 875
Mar. 4, 1919.....	14, 747	6, 583	5, 621	5, 551	5, 406	5, 215
Mar. 4, 1917.....	14, 747	6, 958	5, 996	5, 926	5, 781	5, 590
Mar. 4, 1915.....	14, 747	7, 333	6, 371	6, 301	6, 156	5, 965
Mar. 4, 1913.....	14, 747	7, 500	6, 538	6, 468	6, 323	6, 132

¹ The paradoxical situation of employees receiving less at the older ages, where full contributions have not been made for all service rendered after July 1920 is due to the fact that the full annuity is reduced by the annuity equivalent to the amount of indebtedness to the fund, which increases with age.

The above table is computed on the basis of compensation heretofore received and, of course, the amounts will be increased as time goes on if the provisions of section 601, providing for increased compensation for Members of Congress, are enacted.