Federal Register Act, 1935 - Legislative History
Public Law 74-220, 50 Stat. 500-503 (H.R. 6323)
July 26, 1935

Documents included - Just point and click on the line to locate the specific document in this one PDF file, which is word or phrase searchable using the Adobe binoculars function.


H. Rep. No. 74-280 to H.R. 6323, March 4, 1935; 4 pages


House debated and passed H.R. 6323, April 1, 1935 (79 Cong. Rec. 4785-91).

Senate considered H.R. 6323, May 20, 1935 (79 Cong. rec. 7804).


House disagreed to Senate amdts & requested a conference, June 12, 1935 (79 Cong. Rec. 9193).

Senate agreed to conference with the House on H.R. 6323, June 14, 1935 (79 Cong. Rec. 9261).

Senate agreed to the conference report, July 11, 1935 (79 Cong. Rec. 10998).

Conf. report printed in Record & agreed to by House, July 22, 1935 (79 Cong. Rec. 11570-71).

President signed H.R. 6323 into law, Pub. L. No. 74-220, July 26, 1935.

Note: Citations to the Congressional Record are to the bound edition.

Compiled in the Federal Reserve Board Law Library, 2006
PUBLICATION OF GOVERNMENTAL RULES AND REGULATIONS

MARCH 4, 1935.—Committed to the Committee of the Whole House on the state of the Union and ordered to be printed

Mr. Celler, from the Committee on the Judiciary, submitted the following

REPORT
[To accompany H. R. 6323]

The Committee on the Judiciary, to whom was referred the bill (H. R. 6323) relating to the codification, printing, distribution, and custody of Federal proclamations, orders, regulations, notices, and other documents, report the same favorably with the recommendation that it do pass.

GENERAL STATEMENT

In the first 15 months after March 4, 1933, the President alone issued 674 Executive orders, aggregating approximately 1,400 pages. This was a greater volume than that of the preceding 4 years, and nearly six times as great as that for the 39 years from 1862 through 1900. Moreover, in the first year of the National Recovery Administration, 2,998 administrative orders were issued. In addition to these, the N. R. A. has adopted numerous regulations and sets of regulations which can only be found after a search through some 5,991 press releases issued during this period. It is estimated that the N. R. A. alone issued in all some 10,000 pages of "law"—a greater volume than the total amount of statute law contained in the United States Code.

Aside from the tremendous number of rules and regulations issued by the National Recovery Administration and the great activity by the President in the promulgation of Executive orders, there are the many other Departments and officials adding to the avalanche of Executive orders, decrees, regulations, notices, and codes. The Agricultural Adjustment Administration has issued many series of regulations, some of them most complicated by amendments and supplements. There are customs regulations, internal-revenue regulations, immigration rules and regulations, and postal rules and
regulations, comprising several volumes, frequently amended. The Veterans’ Bureau has issued two large volumes of regulations; much of the data are already out of date. There is an elaborate series of regulations under the Pure Food and Drugs Act. Pretty soon the new boards and new commissions, like the Federal Communications Commission and the Securities and Exchange Commission, will issue their myriad of executive legislation. We have mentioned only a few of the bureaus. There are literally dozens of agencies with powers to publish rules and regulations. Ofttimes, these rules and regulations prescribe penalties. It is difficult at times to find out what they are. Yet the property and persons of the citizens may be at stake.

The enactments of Congress are easily available, but often the regulations issued under them are more important than the basic acts. But these administrative rules and pronouncements oftentimes cannot be found. As to their publication and distribution, there is utter chaos. These rules and regulations frequently appear in separate paper pamphlets, some printed on single sheets of paper and easily lost. Any attempt to compile a complete private collection of these rules and regulations would be wellnigh impossible. No law library, public or private, contains them all. Officials of the department issuing them frequently do not know all of their own regulations. Recently, as has been pointed out by Prof. Erwin N. Griswold, of the Harvard Law School, in an article in the December 1934 issue of the Harvard Law Review, entitled “Government in Ignorance of the Law—A Plea for Better Publication of Executive Legislation”, an indictment was brought and an appeal was taken by the Government to the Supreme Court before it was discovered that the regulation on which the proceeding was based did not exist. (See United States v. Smith, no. 3, October term, 1934, appeal dismissed on motion of the appellant, Oct. 1, 1934. See New York Times, Oct. 2, 1934, at 6.)

A committee of the American Bar Association has this to say on the subject:

The practice of filing Executive orders with the Department of State is not uniformly or regularly followed, and the totals are really greater than above indicated. Some orders are retained or buried in the files of the Government departments, some are confidential and are not published, and the practice as to printing and publication of orders is not uniform. Some orders are made known and available rather promptly after their approval; the publication of others may be delayed a month or more, with consequent confusion in numbering. The comparatively large number of recent orders which incorporate provisions purporting to impose criminal penalties by way of fine and imprisonment for violation is without numerical precedent in the history of the Government.

Such chaos and disorder concerning statutory rules and regulations demands an immediate solution. H. R. 6323 provides such solution. There shall be an official publication called the “Federal Register”, in which all rules and regulations shall systematically and uniformly be published, and such Federal Register shall be readily accessible to all parties interested. There shall be available for public use indices and tabulations of such rules and regulations.

The same situation existed in England as far back as 1890. They found a solution in the passage of the Rules Publication Act in 1893, providing for the setting up of statutory rules and orders of a public and general nature, in what has become known as the “London Gazette”, wherein is found a systematic publication of all executive
PUBLICATION OF GOVERNMENTAL RULES AND REGULATIONS

orders, decrees, rules, and regulations. Canada, India, New Zealand, and South Africa, and most Latin countries have their official gazettes. It is high time that we had ours.

H. R. 6323 provides for the setting up of the machinery and the staff to provide, first, for the publication and dissemination of all future rules and regulations and orders of the departments in the so-called “Federal Register”, which is published daily, and secondly, for the codification, classification, and indexing of all existing rules, orders, and regulations of the executive departments. In the formulation of this remedy great credit must be given to Prof. Irwin N. Griswold, professor of law, Harvard Law School, to Judge N. A. Townsend, special assistant to the Attorney General, and to Hon. Angus D. MacLean, Assistant Solicitor General, for their helpful suggestions in the preparation and drafting of the bill.

SYNOPSIS OF THE BILL BY SECTIONS

Section 1 provides that the Archivist of the United States shall be charged with the custody and, together with the Public Printer, with the prompt and uniform printing and distribution of the documents required or authorized to be published under the provisions of the bill. This section further provides that the provisions of the bill shall be carried out under the supervision of a director, appointed by the President, who in turn shall act under the general direction of the Archivist of the United States.

Section 2 provides for the filing with the division in charge, of the original and two duplicate originals or certified copies of any documents required or authorized to be published under section 4 of the bill. Further provision under section 2 is made that the original be retained in the archives of the National Archives Establishment and that one duplicate, original, or certified copy thereof be immediately transmitted to the Government Printing Office for printing.

Section 3 provides for the printing and distribution by the Government Printing Office of a serial publication designated the “Federal Register”, to be distributed daily except Sundays, Mondays, and days following legal holidays. It is further provided in section 3 that the contents of the daily issue shall comprise all documents filed with the Division up to such time of the day immediately preceding the day of distribution as shall be fixed by the regulations. The method of distribution of, and the prices to be charged for, the Federal Register are also provided for in section 3.

Section 4 sets forth the documents required or authorized to be filed in the Division and to be published in the Federal Register.

Section 5 (a) makes specification as to which Presidential proclamations and Executive orders shall be published in the Federal Register, as well as to which documents or classes of documents are to be published.

Section 5 (b) further provides for the publication in the Register of certain other documents or classes of documents.

Section 6 provides for the establishment of a permanent administrative committee of three members, which committee, consisting of the Archivist or Acting Archivist, an officer of the Department of Justice designated by the Attorney General, and the Public Printer or Acting Public Printer, shall prescribe, with the approval of the
President, regulations for carrying out the provisions of the bill. The provisions of such regulations are also set forth in section 6.

Section 7 provides that the Federal Register shall be judicially noticed.

Section 8 provides that publication in the Federal Register shall be deemed to have been duly given to all persons residing within the continental United States (not including Alaska), except in cases where notice by publication is insufficient in law.

Section 9 provides that the purposes for which appropriations are available and are authorized to be made under section 10 of the act entitled “An act to establish a National Archives of the United States Government, and for other purposes” (48 Stat. 1122) are enlarged to cover the additional duties placed upon the National Archives Establishment by the provisions of this bill.

Section 10 provides that the provisions of section 2 of this bill shall become effective 60 days after the date of approval of this bill and the publication of the Federal Register shall begin within 3 business days thereafter.

Section 11 makes provision for and sets forth rules governing the publication of a special or supplemental edition or issue of the Federal Register.

Section 12 excludes treaties, conventions, protocols, and other international agreements or proclamations thereof by the President from the provisions of this bill.

Section 13 provides that all acts or parts of acts in conflict with this act are repealed insofar as they conflict therewith.

Section 14 provides that this act may be cited as the “Federal Register Act.”
PROVIDE FOR THE CUSTODY OF FEDERAL PROCLAMATIONS, ORDERS, REGULATIONS, NOTICES, AND OTHER DOCUMENTS, AND FOR THE PROMPT AND UNIFORM PRINTING AND DISTRIBUTION THEREOF

JULY 11, 1935.—Ordered to be printed

Mr. SUMNERS, from the committee of conference, submitted the following

CONFERENCE REPORT

[To accompany H. R. 6323]

The committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendments of the Senate numbered 1, 2, 3, 4, and 5, and agree to the same.

HATTON W. SUMNERS,
EMANUEL CELLER,
RANDOLPH PERKINS,
Managers on the part of the House.

ALBEN W. BARKLEY,
KENNETH MCKELLAR,
PETER NORBECK,
Managers on the part of the Senate.
STATEMENT OF THE MANAGERS ON THE PART OF THE HOUSE

The managers on the part of the House at the conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof, submit the following written statement in explanation of the effect of the action agreed upon by the conferees and recommended in the accompanying conference report:

Amendment No. 1: This amendment is to section 2, and strikes out "at all hours for that purpose" after the word "open" and inserts "for that purpose during all hours of the working days when the Archives Building shall be open for official business. The effect of the amendment is to change the requirement that the division should be open at all hours to receive documents for filing to the requirement that the division should be open for that purpose during the entire time when the Archives Building is open for official business.

Amendment No. 2: This amendment strikes out "by the Archivist" after the word "required" in section 3. The effect of this amendment is to provide that it is the duty of the Public Printer to make available the facilities of the Government Printing Office in the manner and at the times required in accordance with the provisions of the act rather than in the manner and at the times required by the Archivist in accordance with the provisions of the act.

Amendment no. 3: This amendment is in section 7, and after the words "shall be" the word "effective" is replaced by the word "valid." This change was made to avoid the possibility of any ambiguity. Documents which are valid only when filed as required in the act may relate back and be effective as from a date prior to the date of filing.

Amendment no. 4: This amendment is in section 9, and strikes out "by the general appropriation to the Government Printing Office and such appropriation is hereby made available, and is authorized to be increased by an amount equal to the amount so covered into the Treasury and such additional sums as are necessary, for such purposes", and inserts in lieu thereof, "by the appropriations to the Government Printing Office and such appropriations are hereby made available, and are authorized to be increased by such additional sums as are necessary for such purposes, such increases to be based upon estimates submitted by the Public Printer." The effect of this amendment is to make the appropriations available for the purposes of the act accord better with the existing accounting system of the Government Printing Office.

Amendment no. 5: This amendment is in section 10 and adds after the word "thereafter" the following proviso: "Provided, That the appropriations involved have been increased as required by section 8 of this act." The effect of this amendment is to modify the time
when the provisions of section 2 of the act should become effective so as not to require publication before the necessary appropriations are available.

To all of these amendments, the House recedes.

HATTON W. SUMNERS, 
EMANUEL CELLER, 
RANDOLPH PERKINS, 
Managers on the part of the House.
Sec. 3. The Commissioner of Immigration and Naturalization, with the approval of the Secretary of Labor, shall prescribe such rules and regulations as may be necessary for the enforcement of this act.

With the following committee amendment:

On page 1, line 6, after the word "shall", insert the words "as herein amended."

And on page 2, line 1, after the word "jurisdiction", insert the following:

"Provided, That for the purposes of this act clause (1) of subdivision (a) of section 1 of the aforesaid act of May 20, 1922, is amended by striking out the words "all such period" and in lieu thereof inserting the words the 5 years immediately preceding the filing of his petition."

The committee amendments were agreed to.

Mr. JENKINS of Ohio, Mr. Speaker, I offer an amendment, which I send to the desk.

The Clerk read as follows:

Amendment by Mr. Jenkins of Ohio: On page 2, line 21, after the word "act", strike out the period, insert a semicolon, and add the following: "and that he was and had been a bona fide lawfully admitted resident in the United States for 2 years before the passage of this act."

The amendment was agreed to.

The bill was ordered to be engrossed and read a third time, was read the third time and passed. A motion to reconsider was laid on the table.

CONSENT CALENDAR

LOSS OF UNITED STATES CITIZENSHIP

The Clerk called the next bill, H. R. 5799, to declare that a citizen of the United States who votes in a political election in a foreign state loses his citizenship.

Mr. WITHERS, Mr. JENKINS of Ohio, Mr. DIRKSEN, and Mr. WOLCOTT objected.

PACIFIC EXPOSITION OF 1938 AT LOS ANGELES

The Clerk called the next joint resolution, House Joint Resolution 164, authorizing the President to invite foreign countries to participate in the Pacific Exposition of 1938 at Los Angeles, Calif.

Mr. TABER. Mr. Speaker, I object.

GROVER CLEVELAND

The Clerk called the next joint resolution, House Joint Resolution 147, authorizing the erection of a monument to Grover Cleveland in Washington, D. C.

Mr. ZIONCHECK. Mr. Speaker, I ask unanimous consent that this bill may be passed over until the Chairman of the Library Committee, the gentleman from Illinois (Mr. Keller), is present, to be returned upon his return. I do this at the request of the Chairman of the Library Committee.

The SPEAKER. Is there objection to the request of the gentleman from Wisconsin?

There was no objection.

REPARTITION OF NATIVE-BORN WOMEN

The Clerk called the next bill, H. R. 4534, to repatriate native-born women who have heretofore lost their citizenship by marriage to an alien, and for other purposes.

Mr. GEARHART. Mr. Speaker, I object.

Mr. DICKSTEIN. Mr. Speaker, will the gentleman withhold his objection a moment?

Mr. BACON. Mr. Speaker, I demand the regular order.

The SPEAKER. Objection is heard.

CUSTODY OF FEDERAL PROCLAMATIONS, ORDERS, REGULATIONS, ETC.

The Clerk called the next bill, H. R. 6323, to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof.

Mr. TRUAX. Mr. Speaker, reserving the right to object, I discussed with the author of this measure, the gentleman from New York (Mr. Celler), an amendment to this bill, and the amendment is acceptable to the gentleman from New York.

I would propose to strike out in line 9, on page 1, the words "there shall be at the head of the" and then strike out all of lines 1, 2, 3, 4, and 5 on page 2.

I am informed that this work can be well handled by the present Assistant Director of Archives and will require no additional appropriation or no authorization by the President with respect to the appointment of a new director to handle the work.

Mr. Celler. I thought we had agreed only that the salary of $6,000 would be stricken out. I agreed, however, most reluctantly and, indeed, not from choice, but simply to get the bill considered and not to have objections voiced against the bill. In view of the importance of the work to be done under the bill, I do hope the gentleman will not press the objection to the appointment of a director of Division to handle this work. A tremendous task will be thrust upon such a gentleman. This position will require a great deal of skill and knowledge of law and codification. I understood the gentleman's main objection was to the salary that would be paid. The work probably could be conferred upon an assistant in the Archives Bureau, who might already have been appointed, and this would be among his tasks and duties, but to strike out the whole provision would destroy the symmetry of the bill, because in other places we mention a Director of Division. I do hope the gentleman will not press the striking out of all the words he has indicated.

Mr. TRUAX. I would call the gentleman's attention to the fact that in the section remaining in the bill a new appointee could be appointed and receive a salary of, say, $10,000 a year. There is absolutely no protection there; and I would also remind the gentleman that 1 year ago, when we passed a bill which, as I recall, was on the Consent Calendar, authorizing the appointment of a Director of Archives, at a salary of $10,000 per year, I made the assertion that it would be fair if we could select someone of the 70,000 employees already on the pay roll in Washington without importing a new man to handle this work.

Mr. Celler. I am in thorough sympathy with the gentleman's endeavor to save money for the Government, but, as I have stated, in view of the fact that in other parts of the bill we mention a Director of Division, for example, at page 5, line 21, where the words "Director of the Division" are used, the whole fabric of the bill is sort of built around a Director of Division together with an appointee of the Attorney General and an appointee of the Government Printer. Strike out all the gentleman wants and you do much to destroy the bill.

Mr. TRUAX. Would the gentleman agree to an amendment stating "no other salary than those already provided for"?

Mr. Celler. In view of the importance of the bill I would be in the position of being compelled to take the half loaf if I could not get the full loaf and I would be agreeable to that request, although again I yield most reluctantly.

Mr. Woodrum. Mr. Speaker, I am very much interested in the discussion and particularly interested in the bill. I would like to call the attention of the gentleman from Ohio to the fact that this bill sets up an entirely distinct and separate feature in the Archives establishment, different from anything contemplated in the original Archives Act. It seems to me if we are going to get any benefit out of this measure, and we ought to get great benefit out of it, there should be some person specially selected whose duties and responsibilities would be the carrying out of the provisions of this bill alone, in no way connected with the preservation of the national archives.

Mr. TRUAX. I agree with the gentleman about that.

Mr. Woodrum. There are no funds in the appropriation for the Archives establishment for this particular work.
Some slight portion of it undoubtedly will be duplication and can be carried on by the regular force, but this bill, of course, will call for some additional force.

Mr. TRUAX. May I say to the gentleman from Virginia, who is a distinguished member of the Committee on Appropriations, that the gentleman from New York (Mr. Celler) has already agreed to the striking out of all of line 5 and part of line 4, with the intention that if the position can be taken care of by the present personnel, without any extra salary or appropriation, it will be done.

Mr. WOODRUM. That, of course, is agreeable to me. The gentleman from New York (Mr. Celler) has done pioneer work on the bill, and I readily accede to anything that is agreeable and practical.

Mr. CELLER. I agree, provided we do not strike out "Director of Division"; but I yield most grudgingly and hope the gentleman will not press his suggestion.

Mr. WOODRUM. Oh, I think the position ought to be left in the bill.

Mr. SUMMERS of Texas. May I say to the gentleman from Ohio (Mr. Truax), he is familiar, of course, with the fact that the demand for this particular legislation has grown out of the fact that an enormous number of rules and regulations have been issued about which nothing has been known by the public at the time.

That is the immediate demand for legislation. We sought to bring about an arrangement under which rules and regulations will be given to the public and thereby given actual notice instead of mere constructive notice.

Then there is the matter of taking care of the archives. I call my friend's attention to the fact that the language in sections 4 and 5 is, as a matter of fact, language of limitation on any lump sum. The compensation cannot exceed $6,000. I am not familiar with the general legislation as to lump-sum appropriations, but if that language fixing the maximum at $6,000 is stricken out it might be possible that the salary paid in excess of $6,000.

Mr. TRUAX. I made that observation a while ago.

Mr. SUMMERS of Texas. To be frank with the gentleman, the bill came to the Committee on the Judiciary from the Department of Justice. It was prepared by those who had charge of this particular activity, and the amount of salary provided for originally was $7,500.

The committee went into the matter very thoroughly and felt that the compensation should not exceed $6,000—that that would be enough compensation to put in the bill. It did not say that the salary must be $6,000 but not more than $6,000.

Personally, I am apprehensive that to strike out the language in the bill would be to strike out the limitation. We did not know whether they could get a man for a less amount of money who was qualified, and we did not want to pay him any more than that. I hope my friend will not insist on striking it out.

Mr. TRUAX. Does not the gentleman think that somebody might be obtained who was well qualified for four or five thousand dollars? I think we have a lot of such persons in the State of Ohio well qualified for the job.

Mr. Speaker. I ask unanimous consent to withdraw my former amendment and offer another in lieu thereof.

The SPEAKER. Is there objection to the request of the gentleman from Ohio?

There was no objection.

The SPEAKER. Is there objection to the consideration of the bill?

There was no objection.

The Clerk read the bill as follows:

A bill to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof

Be it enacted, etc., That the Archivist of the United States, acting through a division established by him in the National Archives Establishment, hereinafter referred to as the "Division", is charged with the custody and, together with the Public Printer, with the prompt and uniform printing and distribution of the documents required or authorized to be published under section 5.

There shall be at the head of the Division, a director, appointed by the President, who shall act under the general direction of the Archivist of the United States in carrying out the provisions of this act. Regulations prescribed hereunder shall be made available for a salary, to be fixed by the President, not to exceed $6,000 a year.

Sec. 2. The original and two duplicate originals or certified copies of any document required or authorized to be published under section 5 shall be filed with the Division, which shall be open at all times for public inspection.

Rectified copies of each document the day and hour of filing thereof; Provided, That when the original is issued, prescribed, or promulgated by the Archivist of the District of Columbia and certificated copies are filed before the filing of the original, the notation shall be of the day and hour of filing of the certified copies. Upon such filing, a certified copy shall be immediately available for public inspection in the office of the Director of the Division. The original document shall be retained in the archives of the National Archives Establishment and shall be open for public inspection, and may be certified to be prescribed by the Archivist. The Division shall transmit immediately to the Government Printing Office for printing, and in this act, one duplicate original or certified copy of each document required or authorized to be published under section 5.

Federal agency shall cause to be transmitted for filing, as herein required the original and the duplicate originals or certified copies of all such documents issued, prescribed, or promulgated by the agency.

Sec. 3. All documents required or authorized to be published under section 5 shall be printed and distributed forthwith by the Government Printing Office for publication in the Federal Register. It shall be the duty of the Public Printer to make available the facilities of the Government Printing Office for the use of the Archivist of the United States in the publication of the Federal Register. It shall be the duty of the Archivist of the United States to prescribe the manner in which the Federal Register shall be published pursuant hereto by the Government Printing Office for the administration of the Federal Register. The Archivist shall have charge of this particular activity, and the amount of salary provided for originally was $7,500.

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and distributed; (d) the number of copies of the Federal Register which shall be printed, reprinted, and compiled, the number which shall be distributed to Members of Congress, officers and employees of the United States, or any Federal agency for their official use, and the number which shall be available for distribution to the public; (e) the dates to be assigned for the sale of individual copies of, and subscriptions to, the Federal Register and reprints and bound volumes thereof.

Sec. 7. No act required under section 5 (a) to be published in the Federal Register shall be effective as against any person who has not had actual knowledge thereof until the duplicate originals or certified copies of such act shall have been filed with the division and a copy made available for public inspection as provided in section 2; and, unless otherwise specifically provided by such filing or other public document, required or authorized to be published under section 5, shall, except in cases where notice by publication is insufficient in law, be sufficient to give notice of the contents of such document to any person subject thereto or affected thereby. The publication in the Federal Register of any document have been complied with. The contents of the Federal Register shall be judicially noticed and, without prejudice to any other mode of citation, be cited by volume and page number.

Sec. 8. Whenever notice of hearing or of opportunity to be heard is required or authorized to be given by or under an act of the Congress, hereafter notice shall be deemed to have been duly given to all persons residing within the continental United States not including Alaska, which have been affected by any acts of the Congress, except in cases where notice by publication is insufficient in law. If said notice shall be published in the Federal Register at such time that the period of time fixed by law is less than the time specifically prescribed for the publication of the notice, the appropriate act of the Congress; or (b) not less than 15 days when no time for publication is specified by the act, without prejudice to the effectiveness of any notice of less than 15 days where such shorter period is reasonable.

Sec. 9. Every payment made for the Federal Register shall be covered into the Treasury, to be appropriated for the uses to which the Federal Register is authorized to be put. The cost of printing, reprinting, binding, and distributing the Federal Register, and any other expenses incurred by the Government Printing Office in carrying out the duties placed upon it by this act shall be borne by the general appropriation to the Government Printing Office and such appropriation is hereby made available, and is authorized to be increased by an amount equal to the amount so covered into the Treasury and such additional sums as are necessary, for such purposes. The purposes for which appropriations are available and are authorized to be made under section 10 of the act entitled "An act to establish a National Archives of the United States Government," and for other purposes, are enlarged to cover the additional duties placed upon the National Archives Establishment by the provisions of this act. Copies of the Federal Register shall be furnished by the Federal Register to the free use of the United States mails in the same manner as the official mail of the executive departments of the Government. The cost of mailing the Federal Register to officers and employees of Federal agencies in foreign countries shall be borne by the respective agencies.

Sec. 10. The provisions of section 2 shall become effective 50 days after the date of approval of this act and the publication of the Federal Register shall begin within 5 months thereafter. The limitations upon the effectiveness of documents required, under section 5 (a), to be published in the Federal Register shall not be operative as to any document issued, prescribed, or promulgated prior to the date when such document is first required by this or subsequent act of the Congress or by Executive order to be published in the Federal Register.

Sec. 11. Within 6 months after the approval of this act each agency shall prepare and file with the clerk a complete inventory of all documents which have been issued or promulgated prior to the date documents are required or authorized by this act to be published in the Federal Register which are still in force and effect and relied upon by the agency as authority for, or invoked or used by it in the discharge of, any of its functions or activities. The copies of the act shall, with the statement, be submitted with respect thereto to the President, who shall determine which of such documents or parts thereof are general applicability and legal effect, and shall authorize the publication thereof in a special or supplemental edition or issue of the Federal Register. Such special or supplemental edition or issue of the Federal Register shall be distributed in a manner as regular editions or issues, and shall be included in the bound volumes of the Federal Register as supplements thereto.

Sec. 12. Nothing in this act shall be held to apply to treaties, conventions, protocols, and other international agreements or proclamations thereof by the President.

Sec. 13. All acts of the Congress in conflict with this act are hereby repealed unless as they conflict herewith.

Sec. 14. This act may be cited as the "Federal Register Act."

Mr. TRUAX. Mr. Speaker, I offer the following amendment:

The Clerk reads as follows:

Page 2, line 4, after the word "hereunder", strike out the following: "who shall receive a salary, to be fixed by the President, not to exceed $6,000 a year."

Mr. ZIONCHECK. Mr. Speaker, I would like to offer a substitute amendment on the same point.

Mr. TRUAX. Mr. Speaker, I repeat the statement I made a while ago. One year ago, when the bill authorizing the creation of this new position of Superintendent of Archives was under consideration, I said then it was not necessary to import a specialist to handle this job at a salary of $10,000 a year, nor is it necessary today to import a specialist at a salary of $6,000 a year to handle this particular job. It seems to me that with all of the thousands of employees who are employed alone in the Government Printing Office, there should be found one man, or perhaps a woman, eminently qualified for this position at a salary perhaps of three or four thousand dollars a year. One of the pledges of our party in that historic convention held in Chicago in 1932 was a solemn promise of the people of this country to cut down bureaucracy and reduce bureaucratic expense. If I recall that convention correctly, we pledged in our party platform a reduction of at least 25 percent of the bureaucratic expenses of this Nation. In connection with that, we have increased vastly the positions now being held by the bureaucrats and the salaries that they are drawing.

I am informed that the main controversy in the adoption of the report of the conference on the public-works relief bill is because of the objections of Mr. Ickes, Secretary of the Interior, to an amendment adopted by the Senate which provides that one-third of $306,000,000 shall be spent directly for labor. I was one of the few Democrats who voted "no" on the motion to recommit that conference report to the conference committee. I voted "no" because I am opposed unalterably to any further usurpation of bureaucratic power by Mr. Ickes, Mr. Hopkins, or any of the "fours."
Mr. TRUAX. I am for it 100 percent. I think it should be adopted by the House.

Mr. MICHENER. Will the gentleman yield further?

Mr. TRUAX. No.

Mr. MICHENER. Following the gentleman's views, does he not think that we should go a little further and put the employees of this new bureau under civil service. If we did that, then we could find a person at the salary the gentleman has suggested.

Mr. TRUAX. Does the gentleman mean by putting them under civil service that that will mean Republican appointments by the Republican bureaucrats?

Mr. MICHENER. Oh, no.

Mr. TRUAX. That has been my experience. I have found that many times whenever you place employees under civil service, it means the appointment of Republicans, regardless of merit.

Mr. MICHENER. The only way that that could be possibly true would be because only Republicans are competent.

Mr. TRUAX. I ask the Members of this House to adopt this amendment. It eliminates the necessity for going cut into some other State, possibly New York, and importing a specialist at a salary of $6,000 a year, when we have men right in the departments here who are well qualified and have all the specialization that is necessary to handle the job.

Mr. CELLER. Mr. Speaker, I rise in opposition to the amendment. I sympathize thoroughly with the aims and aspirations of the gentleman from Ohio [Mr. Truax] to keep down expenditures for the operations of various bureaus and departments of the Government. Unfortunately, the gentleman from Ohio injected into his remarks matters that are extraneous to the subject at hand. This bill has nothing to do with the usurpation of bureaucratic power and other and sundry items the gentleman alluded to. I rise to call the attention of Members of the House to the importance of this legislation.

In the first 15 months after March 4, 1933, the President alone issued 674 Executive orders, aggregating approximately 1,400 pages. This was a greater volume than that of the preceding 4 years, and nearly six times as great as that for the 39 years from 1862 through 1900. Moreover, in the first year of the National Recovery Administration 2,998 administrative orders were issued. In addition to these, the N. R. A. has adopted numerous regulations and sets of regulations which can only be found after a search through some years. A bill of this character—such as the N. R. A. has adopted numerous regulations and sets of regulations which can only be found after a search through some years. A bill of this character—such as the National Recovery Administration and the great activity by the President in the promulgation of his Executive orders, there are the many other departments and officials adding to the avalanche of executive orders, decrees, regulations, notices, and codes. The Agricultural Adjustment Administration has issued many series of regulations, some of them most complicated by amendments and supplements. There are customs regulations, internal-revenue regulations, immigration rules and regulations, and postal rules and regulations, comprising several volumes, frequently amended. The Veterans' Bureau has issued two large volumes of regulations, many of which data are already out of date. There is an elaborate series of regulations under the Pure Food and Drugs Act. Pretty soon the new boards and new commissions, like the Federal Communications Commission and the Securities and Exchange Commission, will issue their myriad of executive legislation. We have mentioned only a few of the agencies which are literally dozens of agencies with powers to publish rules and regulations. Ofttimes these rules and regulations prescribe penalties. It is difficult at times to find out what they are. Yet the property and persons of the citizens may be at stake.

The enactments of Congress are easily available, but often the regulations issued under them are more important than the basic acts. But these administrative rules and pro-

nouncements oftentimes cannot be found. As to their publication and distribution, there is utter chaos. These rules and regulations frequently appear in separate paper pamphlets, some printed on single sheets of paper and easily lost. Any attempt to compile a complete private collection of these rules and regulations would be wellnigh impossible. No law library, public or private, contains them all. Officials of the department issuing them frequently do not know all of their own regulations. Recently, as has been pointed out by Prof. Erwin N. Griswold, of the Harvard Law School, in an article in the December 1934 issue of the Harvard Law Review, entitled "Government in Ignorance of the Law—A Plea for Better Publication of Executive Legislation", an indictment was brought and an appeal was taken by the Government to the Supreme Court before it was discovered that the regulation on which the proceeding was based did not exist. (See United States v. Smith, no. 5, October term, 1934.) Appeal dismissed on motion of the appellant, Oct. 1, 1934. See New York Times, Oct. 2, 1934, p. 6.)

A committee of the American Bar Association has this to say on the subject:

The practice of filing Executive orders with the Department of State, filing the uniform or regularly collected, and filing the publications separately leads to considerable irregularity. The proliferation of pages is not uniform. Some orders are contained in the file of the Government departments, some are printed, and some are not. In addition, the publication of orders is not uniform. Some orders are made known to the public at the time of promulgation; other orders are not made known until months later. Furthermore, some regulations are printed separately and others are not. Moreover, some regulations may be delayed a month or more, with consequent confusion in numbering. The comparatively large number of recent regulations incorporating private property purposes makes it difficult for the public. The work of organizing and codifying these rules and regulations is not a simple task. It requires the knowledge of many people, and the work of one man is not only possible but would be impossible. No law library, public or private, contains them all. Officials of the department issuing them frequently do not know all of their own regulations. Recently, as has been pointed out by Prof. Erwin N. Griswold, of the Harvard Law School, in an article in the December 1934 issue of the Harvard Law Review, entitled "Government in Ignorance of the Law—A Plea for Better Publication of Executive Legislation", an indictment was brought and an appeal was taken by the Government to the Supreme Court before it was discovered that the regulation on which the proceeding was based did not exist. (See United States v. Smith, no. 5, October term, 1934.) Appeal dismissed on motion of the appellant, Oct. 1, 1934. See New York Times, Oct. 2, 1934, p. 6.)

A committee of the American Bar Association has this to say on the subject:

Such chaos and disorder concerning statutory rules and regulations demands an immediate solution. H. R. 6332 provides such a solution. There shall be an official publication called the "Federal Register" in which all rules and regulations shall systematically and uniformly be published, and such Federal Register shall be readily accessible to all parties interested. There shall be available for public use indices and tabulations of such rules and regulations.

There is not an enlightened country in the world that has not legislation of this character. I have taken the trouble to go through many volumes to discover what England does, what Canada does, and the South American countries, and France, India, New Zealand, and South Africa. They all have legislation of this character and they have had it for many years. All of this character was passed through both Houses of Parliament as far back as 1890. The London Gazette is the English publication corresponding to the Federal Register set up in my bill. When you recall that there are these 11,000 pages of rules and regulations promulgated by the N. R. A.—and very few people know what they are or where they are—and that these rules and regulations are of the greatest importance, you realize that there is a need for a Federal Register.

Suppose any one of you had to codify and rearrange that vast amount of administrative law. You would have your hands full.

In some departments these rules and regulations take the form of mimeographed blanks, they take the form of telegraph blanks, yet many of those so-called "rules and regulations", so improperly promulgated, carry with them penalties threatening your liberties. Take the huge amount of rules and regulations issued by the Veterans' Bureau and a similar number issued by the Post Office Department, the S. E. C., the R. F. C., the F. D. R., the Public Utilities, the C. C. P. A. C., the H. O. L. C., and so forth. Where they are and what they are the Lord only knows. It takes a Sabbath-day journey to find a few of them, yet we know that these rules and regulations are far more important than the basic acts that we pass in this House. See how lax we have been? Shall that laxity continue?

Keep in mind that anomalous situation that arose in Texas when a man was arrested and indicted for an alleged violation of a regulation which had been repealed prior to the date of the alleged offense. Yet nobody connected with the Petroleum Code knew anything about the repeal of the regulation. The United States attorney knew nothing about it. The great Department of Justice had to move to dismiss the case.
Such proceedings make us look ridiculous. It shall not happen again. My bill is the safeguard.

Now is the time to call a halt. We should have some means by which the whole Nation may be apprised of rules and regulations promulgated, many of which carry criminal penalties, so that you and I will be safe from arrest for violating something which does not even exist.

Mr. DONDERO. Will the gentleman yield?

Mr. CELLER. I yield.

Mr. DONDERO. Does the gentleman think this will in any way encourage the continuation of legislation in that manner?

Mr. CELLER. No. My bill will prevent it. I think it would discourage also the so-called "wild cat" legislation by rule and regulation. Heads of bureaus will think twice and most carefully before promulgating rules. This bill has two purposes. It provides for the codification of all past rules and regulations and proper promulgation of rules and regulations in the future, and the custody of those rules and regulations in the proper place is assured, after certain notice, so that you and I may know where to find them and what they are. They will be under a division composed of a member of the Archives Department, a member of the Department of Justice, and the Government Printing Office.

Mr. ZIONCHECK. Mr. Speaker, I offer a perfecting amendment. I yield back the balance of my time, Mr. Speaker.

Mr. ZIONCHECK. The only reason I do this is to let the House say whether they will limit the salary to $5,000 or $6,000. I ask unanimous consent for the insertion of the following amendment:

Mr. CELLER. I yield.

Section 5 (a) makes specification as to which Presidential proclamations and Executive orders shall be published in the Federal Register, as well as to which document or classes of documents are to be published.

Section 5 (b) further provides for the publication in the Register of certain other documents or classes of documents.

Section 6 provides for the establishment of a permanent administrative committee of three members, which committee, consisting of the Archivist or Acting Archivist, an officer of the Department of Justice designated by the Attorney General, and the Public Printer or Acting Public Printer, shall prescribe, with the approval of the President, regulations for carrying out the provisions of the bill. The provisions of such regulations are also set forth in section 8.

Section 7 provides that the Federal Register shall be judicially noticed.

Section 8 provides that publication in the Federal Register shall be deemed to have been duly given to all persons residing within the continental United States (not including Alaska), except in cases where notice by publication is insufficient in law.

Section 9 provides that the purposes for which appropriations are available and are authorized to be made under section 10 of the act entitled "An act to establish a National Archives of the United States Government, and for other purposes" (48 Stat. 1122) are enlarged to cover the additional duties placed upon the National Archives Establishment by the provisions of this bill.

Section 10 provides that the provisions of section 2 of this bill shall become effective 60 days after the date of approval of this bill and the publication of the Federal Register shall begin within 60 business days thereafter.

Section 11 makes provision for and sets forth rules governing the publication of a special or supplemental edition or issue of the Federal Register.

Section 12 excludes treaties, conventions, protocols, and other international agreements or proclamations thereof by the President from the provisions of this bill.

Section 13 provides that all acts or parts of acts in conflict with this act are repealed insofar as they conflict therewith.

Section 14 provides that this act may be cited as the "Federal Register Act."

The amendment was rejected.
A bill to provide for the establishment, hereinafter referred to as the "Division," is charged with the provision for the prompt printing and distribution of documents required or authorized to be published under section 5. There shall be at the head of the Division a director appointed by the President of the United States in carrying out the provisions of this act and the regulations prescribed hereunder, who shall receive a salary to be fixed, not to exceed $3,000 a year.

Sec. 2. The original and two duplicate originals or certified copies of any document required or authorized to be published under section 5 shall be filed with the Division, which shall be open at all hours for that purpose. The Director of the Division shall cause to be made available for public inspection at the designated office of the Director of the Division. The original shall be retained in the archives of the National Archives Establishment and shall cause to be transmitted for filing as herein required the original of all such documents issued, prescribed, or promulgated by the agency.

Sec. 3. All documents required or authorized to be published under section 5 shall be printed and distributed forthwith by the Government Printing Office in a serial publication designated the "Federal Register." It shall be the duty of the Public Printer to make available the facilities of the Government Printing Office for the prompt printing and distribution of the Federal Register in the manner and times required by the Archivist and in accordance with the provisions of this act and the regulations prescribed thereunder. The contents of the daily issues shall be indexed and shall be filed less than 30 days after the authorized copy is published, filed with the Division up to such time of the day immediately preceding the day of distribution as shall be fixed by regulation promulgated by the Archivist. Each document with each issue shall bear a copy of the notation, required to be made under section 2, of the day and hour when, upon filing with the Division, such document was made available for public inspection. Distribution shall be made by delivery or by deposit at a post office at such time in the morning of the day of distribution as shall be fixed by such regulation prescribed hereunder. The prices to be charged for the Federal Register may be fixed by the administrative committee established pursuant to section 10. Such prices shall be borne by the government, and the prices to be charged for printing, wrapping, mailing, and other expenses incurred by the Government Printing Office in the distribution of the Federal Register shall be paid out of the general fund of the United States. The receipt of the revenue shall be deposited to the credit of the Federal Register, and any amendments thereto.

Sec. 4. As used in this act, except the context otherwise requires, the term "Executive order and any order, regulation, rule, certificate, code of fair competition, license, notice, or similar instrument issued, prescribed, or promulgated by a Federal agency" mean the Federal Register. The term "agency" mean the President of the United States, or any executive department, bureau, agency, institution, commission, or separate office of the administrative branch of the Government of the United States but not the legislative or judicial branches of the Government, and the term "person" mean any individual, partnership, association, or corporation.

Sec. 5. The provisions of section 2 shall be published in the Federal Register (1) all Presidential proclamations and Executive orders, except such as have no general applicability and legal effect or are effective only against Federal agencies or persons in their capacity as officers, agents, or employees thereof; (2) such documents or classes of documents prescribed by a Federal agency from time to time having general applicability and legal effect; and (3) such documents or classes of documents as may be required to be published by such Federal agency from time to time. The purpose of this section shall be to ensure that every document or order which shall bear a penalty shall be deemed to have general applicability and legal effect.

Sec. 6. Within 60 days after the date of approval of this act, any agency, in accordance with the provisions of section 5, shall cause to be published in the Federal Register such other documents or classes of documents as may be authorized to be published pursuant hereto by regulations prescribed by the Archivist, unless such regulations shall have been invoked by the affected agencies. In no case shall comments or news items of any character whatsoever be authorized to be published in the Federal Register.

Sec. 7. The President shall appoint an Administrative Committee of three members consisting of the Archivist or Acting Archivist, the Attorney General, and the Public Printer or Acting Public Printer. The director of the division shall act as secretary of the committee. The committee shall, in the discretion of the President, regulations for carrying out the provisions of this act. Such regulations shall provide, among other things, for the certification of documents; (a) The manner of certification of documents shall be prescribed by the Archivist, upon such terms and conditions as the Archivist may deem necessary; (b) the Archivist shall prescribe the form of the register and the manner of publication of the register; (c) the Archivist shall be authorized to require the publication of the register in the Federal Register; (d) the number of copies of the register which shall be printed, reprinted, compiled, indexed, bound, and distributed; (e) the prices to be charged for individual copies, and subscriptions to, the Federal Register and reprints and bound volumes thereof; and (f) the manner of certification of documents or classes of documents as have general applicability and legal effect, and shall authorize the publication thereof in such manner as the President may require by by the Archivist, upon such terms and conditions as the Archivist may deem necessary; (b) the Archivist shall prescribe the form of the register and the manner of publication of the register; (c) the Archivist shall be authorized to require the publication of the register in the Federal Register; (d) the number of copies of the register which shall be printed, reprinted, compiled, indexed, bound, and distributed; (e) the prices to be charged for individual copies, and subscriptions to, the Federal Register and reprints and bound volumes thereof; and (f) the manner of certification of documents or classes of documents as have general applicability and legal effect, and shall authorize the publication thereof in such manner as the President may require by
SEC. 12. Nothing in this act shall be construed to apply to treaties, conventions, protocols, and other international agreements or orations thereof by the President.

SEC. 13. All acts or parts of acts in conflict with this act are hereby repealed insofar as they conflict herewith.

SEC. 14. This act may be cited as the "Federal Register Act."

Mr. CANNON of Missouri. Mr. Speaker, I move to strike out the last word.

Mr. Speaker, the bill (H. R. 6359) relating to repeal of publicity of income-tax returns has been sent to conference and the conferees will meet in the near future to consider the Senate amendment.

As there has been no opportunity to debate the amendment in the House I wish to call attention to its importance and to express the hope that the House conferees will recede and agree to it in conference.

The Senate amendment provides:

1. All returns filed under this title shall be open to examination by any official, body, or commission of any State or political subdivision thereof lawfully charged with the administration of any State or local tax laws and while engaged in the performance of official duties. Any information thus secured by an official, body, or commission of any State or political subdivision thereof shall be used only in the performance of State or local tax laws and for no other purpose. Any such official or employee or agent of any such body or commission who divulges, except in the performance of official duties, or when called upon to testify in any court or official proceedings, any information acquired by him through examination of said income-tax returns, shall be guilty of a misdemeanor and shall upon conviction be punished by a fine of not less than $500 and not more than $1,000.

This is a most salutary provision, Mr. Speaker. While protecting the returns from scrutiny by the general public as provided by the House bill it affords the tax authorities of States which impose a State income tax an opportunity to compare State and Federal returns, and thereby discourages evasion of the State law and insures a maximum State revenue from this source.

The importance of this provision is indicated by the fact that in my own State inspection of Federal income-tax returns by the State taxing authorities brought in an additional $400,000 to the State of Missouri last year which otherwise would not have been collected. The Senate amendment, while affording ample protection from unofficial inspection, is the most effective aid in the enforcement of State income-tax laws that could be enacted. (Applause.)

Mr. Speaker, the States need the revenue with which to match Federal contributions—contributions for Federal relief, contributions for old-age pensions, contributions for the building of State roads, contributions to insure the maintenance of our schools and equal educational facilities to the children of every American citizen. There is hardly a State in the Union that is not hard pressed for funds to finance one or all of these essential activities, and agreement by the House conferees to the Senate amendment will do more for the aged and the needy, to relieve unemployment and to provide for the proper training of the next generation than anything else that could be done in this connection.

A provision of this character, contributing to the enforcement of State income-tax laws, will to that extent protect the consumer against the necessity for the imposition of irksome and burdensome sales taxes to which some States are having to resort in order to provide for these purposes. I sincerely trust the House conferees will agree in conference to the Senate amendment and am certain the House will be inclined to favor such a report if opportunity is afforded.

The bill was ordered to be engrossed and read a third time, was read the third time, and passed, and a motion to reconsider was laid on the table.

Mr. ZIONCHECK. Mr. Speaker, reserving the right to object, I understand the gentleman from Maryland (Mr. Healey) states that in no way will this bill be detrimental to labor or labor disputes, or in any manner authorize State compacts of that kind.

Mr. HEALEY. Mr. Speaker, as a matter of fact, this resolution is designed to protect the interests of labor. I have a letter from the president of the American Federation of Labor, Mr. Green, the last paragraph of which reads as follows:

Secretary Watts states that the resolution deserves the support of labor. I concur in this position. I am glad to advise you in this way.

This letter is signed by William Green, president American Federation of Labor.

Mr. WOLCOTT. Mr. Speaker, will the gentleman yield?

Mr. HEALEY. I yield.

Mr. WOLCOTT. I think there is an ambiguity in section 3 which should be cleared up. I am asking these questions merely to accomplish the legislative intent of the author of the bill. Is it the gentleman's understanding that the last section requires that these bills be sent to Congress for the approval of Congress before they become effective?

Mr. HEALEY. That is absolutely so. There is not a safeguard that already exists that is not included in this particular bill.

Mr. WOLCOTT. After the States have entered into the compacts and their legislatures have ratified them they must then be ratified by Congress?

Mr. HEALEY. The gentleman is correct.

Mr. WOLCOTT. That is the object of the bill.

Mr. HEALEY. The objects of the bill are manifold. Section 2 provides that upon the request of the States negotiating under this act the President may designate a representative to attend upon such negotiations. This is new and confers a right upon the States to request that a representative of the Government be present during the negotiation of the pact. The bill also is designed to encourage and support the policy of States entering into agreements and compacts with each other and in groups for the purpose of agreeing upon and securing uniform legislation affecting the relation of employer and employees.

Events of the past 3 or 4 years have demonstrated that there is a necessity for a more effective method of conserving the economic and social interests of the citizens of the several States. The migration of factories from State to State has become all too common. The causes of this migration can be found principally in the effort to discover locations where the most lenient industrial legislation exists. States which have enacted regulatory legislation for the betterment of working conditions in its industries find themselves sorely handicapped in competition with those States which have less stringent industrial legislation. This condition has become accentuated during the depression. This situation has resulted in a general lowering of standards. Advances which have taken years to accomplish are in danger of being swept away.

This legislation will afford the States an opportunity to reach a solution of problems confronting them by their own efforts and by mutual cooperation. The members of the Judiciary Committee, which unanimously reported this resolution, believe such efforts should be encouraged in every way. Favorable action by Congress on this resolution is a significant step in the direction of indicating our desire for higher standards of industrial legislation.

The compacts may provide for considerable flexibility of legislative and administrative detail which will leave the States free to draft their legislative and administrative decrees in common without restrictive details in the compacts themselves. Provision may be made for continuing modification in the light of experience in that operation.

Compacts between States have hitherto been concerned with the natural or physical resources of the various States that have entered into them, while compacts envisaged under this resolution will be concerned with social
Mr. SMITH. Mr. President, I should like to give notice now that I shall move the conclusion of the consideration of the naval appropriation bill I shall move the conclusion of the consideration of Senate bill 1897.

ESTATE OF JOSEPH Y. UNDERWOOD

The Senate proceeded to consider the bill (S. 2616) for the relief of Joseph Y. Underwood, which had been reported from the Committee on Claims with amendments, on page 1, line 7, to insert in lieu thereof, $10,000, and to add a proviso at the end of the bill, so as to make the bill read:

"Be it enacted, etc., That the Secretary of the Treasury be, and he is hereby, authorized and directed to pay, out of any money properly appropriated, to Robert C. Underwood, of the estate of Joseph Y. Underwood, deceased, the sum of $10,000, in full satisfaction of all the claims of such estate against services rendered by such Joseph the sale of 15 wooden vessels in June and 72 wooden vessels in January 1930 by the United Native Corporations Steamship Corporation, amount appropriated in this act shall be paid or delivered to any attorney or attorneys, on account of services, or any person rendering services, in connection with such claim, and any such person to the contrary notwithstanding. Any person so paid shall be deemed guilty of a misdemeanor and upon conviction not exceeding $1,000.

The amendments were agreed to.

Mr. KING. Mr. President, I ask unanimous consent to proceed to the bill (S. 2284) for the relief of Thaddeus C. Knight.

Mr. LOGAN. Mr. President, I shall move the Senate withhold his objection.

Mr. KING. Certainly.

Mr. LOGAN. This matter came before the Committee on Claims, and I do not believe that it is necessary any serious consideration to any claim than we gave to this one. It was under consideration last year.

The Shipping Board was authorized by an order of the President to sell certain ships, the contract was made with Mr. Underwood, who was a ship broker in New York, and he sold ships to the amount of $11,000,000. He thought he had a contract with Mr. Underwood to receive 1 1/2 percent commission, but later the question was raised that the contract was not in writing or that there was some defect in it, and the case went to the Court of Claims, and because of that fact it was held that the contract was not valid.

In going into the matter I found that while Mr. Underwood sold $11,000,000 worth of ships, only six or seven hundred thousand dollars was paid into the Treasury, and after mature and lengthy consideration we reached the conclusion that the claimant ought to have his 1 1/2 percent commission based on what the Government actually collected, which amounted, in round figures, to $10,000. So we cut the amount from $285,000 to $10,000.

Mr. KING. I have no objection.

The PRESIDENT pro tempore. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading.

ESTATE OF HARRY F. STERN

The bill (S. 3623) for the relief of the estate of Harry F. Stern was announced as not in order.

Mr. KING. I should like to have an explanation of this bill.

The PRESIDENT pro tempore. The Senator from Utah asks for an explanation of the bill, which was reported by the Senator from Wisconsin (Mr. JEFFRIES), who does not seem to be here at this moment.

Mr. KING. Let the bill go over.

The PRESIDENT pro tempore. The bill will be passed over.

CUSTODY OF FEDERAL PROCLAMATIONS

The bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof, was considered, ordered to a third reading, read the third time, and passed.

Mr. BARKLEY subsequently said: Mr. President, I ask unanimous consent to recur to Order of Business 576, being House bill 6323. I did not know the calendar was to be considered. I asked a bill reported from the Committee on the Library and it passed without amendment. Since it was reported the State Department has suggested an amendment to the bill which I do not happen to have in my desk, but I ask unanimous consent that the vote by which that bill was passed be reconsidered and that the bill be referred to the calendar.

The PRESIDENT pro tempore. Is there objection? The Chair hears none, and it is so ordered.

Mr. BARKLEY. I may ask the privilege of having the bill considered later.
Mr. COPELAND. That is correct. It simply includes poultry within the act as other animal products are now included.

Mr. KING. Mr. President, I am so much opposed to the bureaucratic methods of many of the departments that I am very much afraid this is an attempt to usurp the authority which belongs to the State and should remain within the State.

Mr. COPELAND. I shall be very glad to have the Senator consider the matter, and if he shall conclude that we should reconsider the action by which the bill is passed, I shall be willing to have that done.

The bill was ordered to be engrossed for a third reading, read the third time, and passed.

COMPENSATION OF REGISTERS OF DISTRICT LAND OFFICES

The Senate proceeded to consider the bill (S. 2581) to fix the compensation of registers of district land offices, which had been reported from the Committee on Public Lands and Surveys without committee, as follows:

Be it enacted, etc., That the act entitled "An act to fix the compensation of registrars of local land offices, and for other purposes", approved Aug. 31, 1898, ch. 661, p. 684, is hereby amended to read as follows: "That from and after the 1st day of the month following the approval of this act the compensation of registrars of district land offices shall be a salary of $3,000 per annum each, and all fees and commissions now allowed by law to such registrars, but the salary, fees, and commissions of such registrars shall not exceed $3,000 each, and the salary of the register of the Juneau land district, Alaska, shall be $3,000 per annum."

Mr. ROBINSON. Mr. President, I think the bill should be discussed. It appears that it provides for an increase in the salaries of registrars of district land offices. I think there should be an explanation why it is proposed to increase all those salaries.

Mr. O'MARONEY. Mr. President, the bill merely increases the minimum salary which is paid to registrars of land offices. Under the present law the salaries of registrars are derived chiefly from fees for the filing of applications raising out of claims upon the public domain. A minimum salary of $1,000, however, is fixed. By reason of the withdrawal of public lands from entry and by reason of the passage of the Taylor Grazing Act, the fees have been practically cut off. This bill merely means a guarantee of $2,000 instead of $1,000 to approximately nine officials, so it does not involve any great amount of money at all.

Mr. ROBINSON. Does the Senator find any difficulty in securing officers to hold these positions?

Mr. O'MARONEY. Of course they were appointed before the Executive withdrawals and before the passage of the Taylor Grazing Act.

Mr. ROBINSON. What will be the total cost of the increase?

Mr. ADAMS. Mr. President, may I say that the total increase in cost will be practically nothing. Registers of land offices are having imposed upon them under the Taylor Grazing Act many additional duties for which they will receive no compensation. The performance of all duties heretofore was paid for. There will be no increase, with the possible exception of a few land offices where the fees were not sufficient heretofore to reach the $2,000 point. I think there is an aggregate increase of probably $4,000 to all the land offices.

Mr. ROBINSON. It is difficult to understand why it is necessary to raise the minimum salary of registrars from $1,000 to $2,000 and then to limit their total compensation to $3,600.

Mr. HATCH. Mr. President, that is the limitation in the present law.

Mr. ROBINSON. If the total effect of the increase is to cost the Government only about $4,000, I shall not object.

The PRESIDENT pro tempore. Is there objection?

There being no objection, the bill was ordered to be engrossed for a third reading, read the third time, and passed.

CUSTODY OF FEDERAL DOCUMENTS

The bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof was considered, ordered to a third reading, read the third time, and passed.

Mr. BARKLEY subsequently said: Mr. President, I desire to inquire what disposition was made of House bill 6323, Calendar No. 576?

The PRESIDENT pro tempore. The bill was passed.

Mr. BARKLEY. I ask unanimous consent to reconsider the bill by which that bill was ordered to a third reading and passed, and that it be left on the calendar. One of the departments has made a suggestion about an amendment which I do not happen to have at my desk. I therefore ask that the bill be restored to the calendar.

The PRESIDENT pro tempore. Without objection, it is so ordered.

BILL PASSED OVER

The bill (S. 166) for the relief of Jack Doyle was announced as next in order.

Mr. KING. Let that go over.

The PRESIDENT pro tempore. The bill will be passed over.

The bill (S. 2228) to provide for the further development of cooperative agricultural extension work and the more complete endowment and support of land-grant colleges and agricultural experiment stations was announced as next in order.

Mr. KING. Over.

The PRESIDENT pro tempore. The bill will be passed over.

The bill (S. 1689) for the relief of Frank Fisher was announced as next in order.

Mr. KING. Let that go over.

The PRESIDENT pro tempore. The bill will be passed over.

The bill (S. 1861) to incorporate the National Association of State Libraries was announced as next in order.

Mr. KING. Let that go over.

The PRESIDENT pro tempore. The bill will be passed over.

The bill (S. 1807) to amend the Agricultural Adjustment Act, and for other purposes, was announced as next in order.

The PRESIDENT pro tempore. This bill, being the unfinished business, will be passed over.

The bill (S. 2644) for the relief of the estate of Harry F. Stern was announced as next in order.

Mr. KING. I should like to have an explanation of that bill.

The PRESIDENT pro tempore. The Senator from Utah asks for an explanation of the bill.

Mr. McKELLAR. Let it go over.

The PRESIDENT pro tempore. The bill will be passed over.

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The PRESIDENT pro tempore. The bill will be passed over.

PAYMENT OF NON-INDIAN CLAIMANTS UNDER ACT OF JUNE 7, 1924

The Senate proceeded to consider the bill (S. 2608) to authorize an appropriation to pay non-Indian claimants whose claims have been extinguished under the act of June 7, 1924, but who have been found by the Secretary of the Interior, in conformity with the proviso to section 3
The Chief Clerk, in section 3, page 3, line 13, after the word "required", it is proposed to strike out "by the Archivist", so as to make the section read:

Sec. 3. All documents required or authorized to be published under section 5 shall be printed and distributed forthwith by the Government Printing Office, except that the "Register" shall be published in the manner and at the times required in accordance with the provisions of this act and the other printed publications of the Government shall be published in the "Federal Register." It shall be the duty of the Public Printer to make available the facsimiles of the Government. Printing Office shall not be permitted to print, the time and place of publication of the "Register", the contents of the daily shall be indexed and shall comprise all documents required or authorized to be published, filed up to the time of the day immediately preceding the day of distribution as shall be fixed by regulations hereunder. There shall be printed with each document a copy of the notation, required to be made under section 2, of the day and hour when, upon filing with the Division, such document was made available for public inspection. Distribution shall be made by delivery or by deposit at a post office at such time in the morning of the day of distribution as shall be fixed by such regulations hereunder. The prices to be charged for the Federal Register may be fixed by the administrative committee established by section 6 without reference to the restrictions placed upon and fixed for the sale of Government publications by section 1 of the act of May 11, 1922, and section 307 of the act of June 30, 1932 (U. S. C. title 44, secs. 72 and 72a), and amendments thereto.

The amendment was agreed to.

The Chief Clerk, in section 7, page 6, line 18, after the words "shall be", it is proposed to strike out "effective" and insert "valid", so as to make the section read:

Sec. 7. No document required under section 5 (a), to be published in the Federal Register shall be valid as against any person which had not actual knowledge thereof until the duplicate original or certified copies of the document shall have been filed with the Division and a copy made as provided in section 2 and, unless otherwise specifically provided by statute, such filing of any document, required or authorized to be published under section 3, except in so far as publication by such document shall create a rebuttable presumption (a) that it was duly issued, prescribed, or promulgated; (b) that it was duly filed with the Division and made available for public inspection at the day and hour stated in the printed notation; (c) that the copy contained in the Federal Register is a true copy of the original; and (d) that all requirements of this act and the regulations prescribed hereunder relative to such document have been complied with. The contents of the Federal Register shall be duly noticed and, without prejudice to any other mode of citation, may be cited by volume and page number.

The amendment was agreed to.

The Chief Clerk, in section 9, page 8, line 14, after the word "borne", it is proposed to strike out by the general appropriaion to the Government Printing Office and such appropriation is hereby made available, and is authorized to be increased by an amount equal to the amount so covered into the Treasury and such additional sums as are necessary, for such purposes", and to insert "by the appropriations to the Government Printing Office and such appropriations are hereby made available, and are authorized to be increased by such additional sums as are necessary for such purposes, such increases to be based upon estimates submitted by the Public Printer", so as to make the section read:

Sec. 9. Every payment made for the Federal Register shall be covered into the Treasury as a miscellaneous receipt. The cost of printing, reprinting, wrapping, binding, and distributing the Federal Register shall be charged to the appropriation which was enacted for the Government Printing Office in carrying out the duties placed upon it by this act shall be borne by the appropriations to the Government Printing Office, and such appropriations are hereby made available, and are authorized to be increased by such additional sums as are necessary for such purposes, such increases to be based upon estimates submitted by the Public Printer, so as to make the section read:

The amendment was agreed to.
has expired and this bill continues that privilege. This bill was passed by unanimous patriotic organization and the veterans of Foreign Wars have supported it. It is a humane act due to the veterans who served in the World War.

Mr. SNELL. This bill has the support of the gentleman is the Senate?

Mr. DICKSTEIN. Yes. The Senate feels they ought to get more time and clean the bill all up.

Mr. SNELL. How much is it extended?

Mr. DICKSTEIN. One year.

Mr. BLANTON. How many thousand?

Mr. DICKSTEIN. About two or three, I think. It does limit it to those who served in combat service in France?

Mr. DICKSTEIN. It limits it to those who served in our war.

Mr. BLANTON. To those who actually had combat service in France?

Mr. DICKSTEIN. That is true.

Mr. BLANTON. It does not permit aliens who did only a few months uniform service to have this privilege?

Mr. DICKSTEIN. I do not believe that. If the gentleman will remember—

Mr. RANKIN. Mr. Speaker, for the time being I am going to object. I think this ought to be looked into a little more carefully.

The SPEAKER. The gentleman from Mississippi objects.

NATURALIZATION OF CERTAIN RESIDENT ALIEN WORLD WAR VETERANS

Mr. DICKSTEIN. Mr. Speaker, I ask unanimous consent for the immediate consideration of the bill (S. 2908) to authorize naturalization of certain resident alien World War veterans.

The SPEAKER. Is there objection to the request of the gentleman from New York?

Mr. RANKIN. Mr. Speaker, I want to say to the House that there has been too much of this frittering away of our time on no bill which affects immigration and naturalization. In this country is going to be taken up and passed without due consideration if I can prevent it, I object, Mr. Speaker.

INTERSTATE COMPACTS

Mr. TOBEY. Mr. Speaker, I ask unanimous consent to address the House for 2 minutes.

The SPEAKER. Is there objection to the request of the gentleman from New Hampshire?

There was no objection.

Mr. TOBEY. Mr. Speaker, the Federal Constitution makes provision for the adoption of interstate compacts between States in various portions of the country on legislation pertaining to that section. The recent decisions of the Supreme Court have focused attention upon the possibility of utilizing such compacts to enact legislation in the interest of labor, industry, and agriculture.

It is my pleasure today to introduce in this House such a compact embracing the New England States, New York, and Pennsylvania.

A meeting was held in Concord, N. H., a year ago and signed by the representatives of those States. These signatures made the compact an accomplished fact. It has now been ratified by the Legislatures of Massachusetts and New Hampshire, and when and if it shall be adopted by the Congress, it will become law. It will be the first interstate compact on labor legislation in the country. This compact, in the last analysis, provides uniform standards for conditions of employment, particularly with regard to the minimum wage.

Sen. H. B. W. in the Senate and I in the House have today introduced this legislation, and I count it a privilege and an honor to do so in behalf of my State.

CENTRAL STATISTICS BOARD

Mr. HARLAN, from the Committee on Rules, presented the following report (Rept. No. 1165) on the bill (H. R. 7590) to create a Central Statistical Committee, Central Statistical Board, etc., for printing in the Record:

House Resolution 249

Resolved, That immediately upon the adoption of this resolution it shall be in order for the House resolve itself into the Committee of the Whole House on the state of the Union for consideration of H. R. 7590, "A bill to create a Central Statistical Committee and a Central Statistical Board, etc."

That after general debate, which shall be confined to the bill, and shall continue not to exceed 1 hour, to be equally divided and controlled by the Chairman and ranking minority member of the Committee on Expenditures in the Executive Departments, the bill shall be read for amendment under the 5-minute rule. That the conclusion of the reading of the bill for amendments the Committee shall rise and report the same to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion, except one motion to recommit, with or without instructions.

CUSTODY OF FEDERAL PROCLAMATIONS, ORDERS, REGULATIONS, ETC.

Mr. CELLER. Mr. Speaker, I ask unanimous consent to take from the Speaker's table the bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof, with Senate amendments, disagree to the Senate amendments, and ask for a conference.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York? [After a pause.] The Chair hears none, and appoints the following conferees: Messrs. Simmons of Texas, Celler, and Perkins.

CALENDAR WEDNESDAY

The SPEAKER. This is Calendar Wednesday. The Clerk will call the committees.

Mr. VINSON of Georgia (when the Committee on Naval Affairs was called). Mr. Speaker, I think it pertinent to call to the attention of the House that the Committee on Naval Affairs is asking consideration of three bills—S. 1611.

EXCHANGE OF LANDS BETWEEN RICHMOND, FREDERICKSBURG & POTOMAC RAILROAD CO. AND UNITED STATES AT QUANTICO, VA.

Mr. VINSON of Georgia. Mr. Speaker, I call up the bill (S. 1611) to authorize an exchange of lands between the Richmond, Fredericksburg & Potomac Railroad Co. and the United States at Quantico, Va. I ask unanimous consent that the same may be considered in the House as in Committee of the Whole.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from Georgia?

There was no objection.

The Clerk read as follows:

Be it enacted, etc., That the Secretary of the Navy is authorized on behalf of the United States to accept from the Richmond, Fredericksburg & Potomac Railroad Co., a corporation of the State of Virginia, free from all encumbrances and without cost to the United States, all right, title, and interest in fee simple in and to the following lands, together with all the right, title, and interest in and to the plats and riparian rights in Quantico Creek as may attach to the lots conveyed in subsection (a):

(a) Lots nos. 21, 22, 23, 28, 29, 31, 58, 59, 72, and 85 in the town of Courthouse, county of Prince William, State of Virginia, as shown on the original plat filed with the condemnation of the Richmond, Fredericksburg & Potomac Railroad Co. from the Potomac & Manassas Railroad Co. by deed dated August 16, 1871, recorded January 1, 1872, in the clerk's office of Prince William County in deed book no. 28, page 352. The line drawn 100 feet east from and parallel to the present center line of the Richmond, Fredericksburg & Potomac Railroad Co.'s line from the Potomac & Manassas Railroad Co. for said lot by deed dated November 24, 1833, recorded in the clerk's office, Prince William County, on December 8, 1883, in deed book no. 34, page 45, which portion is more particularly designated and described at lot no. 22-A on plan marked "V. D. 41-1, R. F. & P. R. R. Co. Proposed exchange of lands at
The second section of the bill is to the extent executed by the Board the respective foreign and domestic
and regulated in petroleum among the several States.

The Board may be made each 2 years to the extent of or otherwise provided for the development of fields
that hearing that such agreements will
the support and maintenance of the Army.

The CUSTODY OF FEDERAL DOCUMENTS is to be
the reasons why properly belonging to such producing State,
the Board is to be furnished this information to the
regulatory authorities.

The President pro tempore laid before the Senate the minutes as to the reasonable market demand for
furnishing this information to the regulatory authorities.

In which the Board is authorized to
in such a State, production of an excessive amount which properly belongs to such producing State,
by the Board for the development of fields
the Board is authorized to
in such a State, production of an excessive amount which properly belongs to such producing State,
by the Board for the development of fields
the Board is authorized to
in such a State, production of an excessive amount which properly belongs to such producing State,
Calendar No. 1032, being the joint resolution (S. J. Res. 99) to regulate the issuance of passports to American citizens of United States, and
Calender No. 1033, being the joint resolution (S. J. Res. 100) to prohibit the extension of foreign loans under certain conditions.
The VICE PRESIDENT ruled without objection, that the resolution be ordered.

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, referred to the following committees:

By Mr. WHEELER:
A bill (S. 3236) to provide compensation for disability or death resulting from injury to employees of contractors on public buildings and public works; to the Committee on Education and Labor.

By Mr. COPELAND:
A bill (S. 3239) to amend the Emergency Relief Appropriation Act of 1935; to the Committee on Appropriations.

By Mr. BYRD:
A bill (S. 3240) for the relief of Bernard F. Hickey; to the Committee on Claims.

By Mr. BAILEY:
A bill (S. 3241) authorizing the adjustment of the claims of F. L. Forbes, John L. Abbott, and the Ralph Sollett & Sons Construction Co.; to the Committee on Claims.

By Mr. WALSH:
A bill (S. 3242) for the relief of Homer F. Stickney; to the Committee on Military Affairs.

By Mr. FRAGIER:
A bill (S. 3243) for the relief of the Indians of the Fort Berthold Reservation, N. Dak.; to the Committee on Indian Affairs.

AGRICULTURAL ADJUSTMENT AMENDMENTS

Mr. LEWIS, Mr. BURKE, and Mr. JOHNSON each submitted an amendment intended to be proposed by them, respectively, to the bill (H. R. 692) to amend the Agricultural Adjustment Act, for other purposes, which were severely ordered to be printed.

MIXED CLAIMS COMMISSION

Mr. COPELAND submitted the following resolution (S. Res. 163), which was referred to the Committee on Foreign Relations.

Whereas in response to Senate Resolution No. 181, a report from the Secretary of State on the character and estimated amount of claims of American nationals against the Government of Germany, filed with the Department of State, June 8, 1932, and June 8, 1933, disclosed that two hundred and fifty thousand claims of American nationals against the Government of Germany have been notified to the Department of State since June 8, 1932; and
Whereas in future negotiations with the Government of Germany for the settlement of these claims, it is desirable to have in form the information of these claims notified to the Department of State in order that a more accurate estimate of the amount to be claimed of the Government of Germany be in resolution.

Resolved, That the Secretary of State is hereby directed to transmit to the agent of the United States, before the Mixed Claims Commission, United States and Germany, all claims and notices of claims of American nationals against the Government of Germany, existing or coming to the knowledge of the German Arbitral Commission of Berlin, August 25, 1921, and the date of the passage of this resolution.

That the agent of the United States, Mixed Claims Commission, United States and Germany, shall examine all the claims and notices of claims filed in the agent of the United States and/or in the Department of State by American nationals against the Government of Germany, to determine the character and amount of such claims under the decisions of the Mixed Claims Commission, United States and Germany, which have been rendered under the treaty of Berlin, August 25, 1921, and the principles of international law applicable thereto.

That the agent of the United States, Mixed Claims Commission, United States and Germany, be, and is hereby, instructed to prepare and transmit within 15 days after the passage of this resolution a report setting forth as nearly as may be ascertained from the documents now on file the character and amount of the additional claims, and notices of claims, of American nationals against the Government of Germany, filed between June 8, 1932, and the date of the passage of this resolution.

CUSTODY OF FEDERAL PROCLAMATIONS, ORDERS, ETC.—CONFERENCE REPORT

Mr. BARKLEY submitted the following report:

The committee of conference on the disagreement votes of the two Houses on the amendments of the Senate to the bill (H. R. 6323) to provide for the custody of Federal proclamations, orders, regulations, notices, and other documents, and for the prompt and uniform printing and distribution thereof, having met, after full and free conference, have agreed to recommend and do recommend to their respective Houses as follows:

That the House recede from its disagreement to the amendments of the Senate nos. 1, 2, 3, 4, and 5, and agree to the same.

ALBEN W. Barkley, KENNETH McKELLAR, Peter R. DeCASSIDY, Managers on the part of the Senate.

Hatton W. SUMMERS, Emanuel Cripps, Ralph S. Flanders, Managers on the part of the House.

The report was agreed to.

STATEMENT BY FRANKLIN W. FORT ON GOLD-CLAUSE BILL

Mr. BARBOUR. Mr. President, I have at hand a very able and informative statement made on July 11, 1935, by Hon. Franklin W. Fort, of New Jersey, before the Committee on Banking and Currency of the House of Representatives, of which body he was for a number of years a distinguished Member. This statement refers to the so-called "gold clause" bill now before the Congress, to withdraw from the citizens of the United States their right to bring suit against their Government.

There being no objection, the statement was ordered to be printed in the Record, as follows:

From olden times the right of the sovereign to be immune from suit has been recognized, but as democracies and democracy spread government after government found means of making it possible for its citizens to secure against the Government. This led to scandals and abuses and to the Members of the Congress in 1835 set up the in which all suits against the Government could be heard and determined. Claims are not an enormous burden upon the under the payment of private bills. The Court of Claims, as the result of the United States handed over the power to the Congress, the Court was the Congress, by legislative action, to let the cases come to the Congress, by legislative action, to let the cases come to the House to pay such a judgment. In March 1935 the Supreme Court, in a decision unanimously the ability of the Congress to bar any recovery against the United States by suit against the United States by suit against the United States for unconstitutional and illegal acts.

Mr. Chairman, I want to make it clear that this is not my personal position, but the position of the President's message, that the language of the resolution is not your choice, but that, as is the practice too often, the reso-