

87TH CONGRESS } HOUSE OF REPRESENTATIVES } REPORT  
2d Session } } No. 1488

DEPARTMENTS OF LABOR, AND HEALTH, EDUCATION,  
AND WELFARE, AND RELATED AGENCIES APPROPRIATION BILL, 1963

MARCH 23, 1962.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. FOGARTY, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.R. 10904]

The Committee on Appropriations submits the following report in explanation of the accompanying bill making appropriations for the Departments of Labor, and Health, Education, and Welfare (except Indian health activities), the National Labor Relations Board, the National Mediation Board, including the National Railroad Adjustment Board, the Railroad Retirement Board, the Federal Mediation and Conciliation Service, the Interstate Commission on the Potomac River Basin, and the United States Soldiers' Home.

The budget estimates forming the primary bases of consideration by the Committee will be found in the budget appendix for 1963 on the following pages:

	<i>Pages</i>
Department of Labor.....	565 to 587, inclusive
Department of Health, Education, and Welfare.....	373 to 455, inclusive
National Labor Relations Board.....	825 and 826
National Mediation Board.....	827
Railroad Retirement Board.....	830 and 831
Federal Mediation and Conciliation Service.....	811
Interstate Commission on the Potomac River Basin.....	822
United States Soldiers' Home.....	357 and 358

2 LABOR-HEALTH, EDUCATION, WELFARE APPROPRIATIONS

The detailed tabulation at the end of this report reflects each amount included in the bill for 1963, the corresponding budget estimate, and the amount available for the fiscal year 1962 with appropriate comparisons.

SUMMARY OF ESTIMATES AND APPROPRIATIONS

The following table compares, on a summary basis, the appropriations for 1962, the requests for 1963, and the amounts carried in the bill:

Department or agency	Appropriations, 1962	Budget estimates, 1963	Bill for 1963	Bill compared with—	
				Appropriations, 1962	Budget estimates, 1963
Department of Labor.....	\$643, 779, 000	\$272, 549, 000	\$264, 326, 000	-\$379, 453, 000	-\$8, 223, 000
Department of Health, Education, and Welfare.....	4, 499, 812, 000	4, 985, 100, 000	4, 879, 380, 000	+379, 568, 000	-105, 720, 000
National Labor Relations Board.....	19, 989, 000	20, 250, 000	20, 250, 000	+261, 000	-----
National Mediation Board.....	1, 804, 000	1, 904, 000	1, 904, 000	+100, 000	-----
Railroad Retirement Board: Salaries and expenses.....	[9, 740, 000]	[9, 640, 000]	[9, 640, 000]	[-100, 000]	[-----]
Payment to railroad unemployment insurance account.....	10, 000, 000	-----	-----	-10, 000, 000	-----
Federal Mediation and Conciliation Service.....	4, 388, 000	5, 023, 000	4, 923, 000	+535, 000	-100, 000
Interstate Commission on the Potomac River Basin.....	5, 000	5, 000	5, 000	-----	-----
United States Soldiers' Home.....	[6, 052, 000]	[6, 128, 000]	[6, 128, 000]	[+76, 000]	[-----]
Total.....	5, 179, 777, 000	5, 284, 831, 000	5, 170, 788, 000	-8, 989, 000	-114, 043, 000

CIVIL DEFENSE AND DEFENSE MOBILIZATION

From time to time over the last several years there have been attempts to break up the appropriations for civil defense and defense mobilization and scatter them throughout the budget. One of the first attempts was in the budget for fiscal year 1956. The last attempt is in the budget for 1963. The Committee's report on the Departments of Labor and Health, Education and Welfare and related agencies Appropriation Bill for 1956 contained the following:

The Committee has disapproved all requests, from both Departments, for civil defense and defense mobilization activities. It is the Committee's firm belief that the scattering of the basic program authorities through the Executive Branch, and the piecemeal consideration of appropriations for these activities by the Legislative Branch can result only in confusion and waste of public funds. It would appear that the only business like way to handle this matter would be for the central agency, charged with the primary responsibility, to prepare and present to the Congress a total, integrated program. The Committee will expect the Civil Defense Administration and the Office of Defense Mobilization each to present such a program in time for the appropriate action during this session of Congress.

The Committee has, on various occasions during the intervening years, indicated that it is still of the same opinion. All civil defense and defense mobilization requests have been denied for both the Department of Labor and the Department of Health, Education, and Welfare.

## TITLE I—DEPARTMENT OF LABOR

## BUREAU OF LABOR STATISTICS

*Salaries and expenses.*—The Bill includes \$14,158,000, a reduction of \$1,139,000 from the request, and an increase of \$1,491,000 over the amount appropriated for 1962. The budget included \$139,000 for defense mobilization activities, which was denied. Thus, the bill will allow approximately 60% of the increase requested for regular activities.

*Revision of consumer price index.*—The Committee has allowed the full amount of the request for \$1,333,000 to continue the 5-year program for revision of the consumer price index which was begun in 1960.

## BUREAU OF INTERNATIONAL LABOR AFFAIRS

*Salaries and expenses.*—The Bill includes \$785,000, a reduction of \$165,000 from the request, and an increase of \$285,000 over the amount appropriated for 1962. The Committee was very much impressed with the value of this program, but is also convinced that a very creditable job can be done with the amount of the increase allowed in the bill.

## OFFICE OF AUTOMATION AND MANPOWER

*Salaries and expenses.*—The Bill includes \$800,000 for this new office, a reduction of \$100,000 from the request. These activities are being financed in 1962 from funds appropriated to the Office of the Secretary. It is estimated that approximately \$70,000 will be used for this purpose during 1962. This appropriation will cover two general activities. The first is a comprehensive manpower research program to study effects of technological change on the nation's work force, skill requirements, worker mobility, training and re-training requirements, and the effects of labor-management actions on manpower flexibility. The second activity covers a nation-wide program of public education, the establishment of a national clearing house on manpower development, and the promotion of programs for testing, counseling, training and placement of workers. It is obvious to the Committee that with increasing automation in industry, these activities are very important. The Committee is pleased to see that the Department has established a separate office to further call attention to this problem and give it proper recognition. Since this is a relatively new program and there will undoubtedly be some problems in recruiting well-qualified personnel and making other arrangements for the proper development of the program, the Committee believes that the amount allowed will be adequate for the launching of a really effective program.

## AREA REDEVELOPMENT

*Salaries and expenses.*—The Bill includes \$11,041,000, a reduction of \$4,000,000 from the request, and a reduction of \$2,959,000 from the amount appropriated for 1962. The basic legislation places funding limitations on the separate activities carried out under this appropriation. The witnesses who appeared to justify this item testified that, on the basis of current information, not more than about \$6,000,000 would be required for re-training subsistence payments. Since the

budget included \$10,000,000 for this purpose and, under the limitations in the basic law, the remaining \$4,000,000 cannot be used for training, the committee disallowed this part of the request. If the estimates presented to the Committee are accurate, the reduction will not in any way affect the program. It does appear to the Committee, however, that some adjustment should be made in the authorizing legislation to provide a little more flexibility and thus, perhaps, for an expansion of this very important training activity.

#### BUREAU OF APPRENTICESHIP AND TRAINING

*Salaries and expenses.*—The Bill includes \$5,026,000, the amount of the request, and \$50,000 over the amount appropriated for 1962. The budget included \$100,000 for defense mobilization activities and a reduction of \$50,000 for the regular program of apprenticeship and training. The Committee was very much surprised at this action in view of the universally recognized and much discussed need for increasing training activities. The action of the Committee is to deny the \$100,000 requested for defense mobilization activities, but approve the full amount of the request, thus providing for a \$50,000 increase over 1962 in the regular activities.

#### BUREAU OF EMPLOYMENT SECURITY

*Limitation on salaries and expenses.*—The Bill includes \$11,500,000, a reduction of \$1,365,000 from the request, and \$1,000,000 over the amount appropriated for 1962. In the course of the hearings it was testified that part of the increase requested for salaries and expenses was tied to increases requested in connection with the grants to States item. It was necessary to substantially reduce the request for grants to States, as is explained in the next paragraph. The action of the Committee on the salaries and expenses item is related to the action on the grants item.

*Limitation on grants to States.*—The Bill includes \$350,000,000, a reduction of \$74,900,000 from the request, and a reduction of \$55,000,000 from the appropriation for 1962. While the Committee feels that there is considerable merit in a substantially higher appropriation, the legislative limitation is \$350,000,000.

*Unemployment compensation for Federal employees and ex-service-men.*—The Bill includes \$129,000,000, a reduction of \$2,000,000 from the request, and \$18,000,000 less than the amount appropriated for 1962. In view of the current predictions for increased employment during the next year the Committee believes that the amount allowed is sufficient.

*Compliance activities, Mexican Farm Labor Program.*—The Bill includes \$1,640,000, a reduction of \$100,000 from the request, and \$491,000 more than was appropriated for 1962. It is obvious that, to properly carry out the recent amendments to the basic legislation, some increase in funds for these activities is necessary. The Committee is strongly in favor of a good compliance program and believes that the increase allowed will adequately provide for one.

*Salaries and expenses, Mexican Farm Labor Program.*—The Bill includes \$2,178,000, a reduction of \$91,000 from the request, and \$659,000 more than was appropriated for 1962. These funds come from the Mexican farm labor supply revolving fund rather than from the general funds of the Treasury. \$500,000 of the increase results

from this appropriation assuming certain expenses that previously were financed with funds provided under the appropriation for grants to States. In the opinion of the Committee the cost of these activities is clearly a proper charge against the revolving fund and should not have been borne by the other appropriation previously.

#### BUREAU OF VETERANS' REEMPLOYMENT RIGHTS

*Salaries and expenses.*—The Bill includes \$633,000, the amount of the request, and the same amount as was appropriated for 1962.

#### BUREAU OF LABOR STANDARDS

*Salaries and expenses.*—The Bill includes \$3,800,000, a reduction of \$119,000 from the request, and \$542,000 more than was appropriated for 1962.

The Committee was pleased that the Secretary has decided against a proposal to shift the "registration and disclosure of welfare and pension plan data" activities from this Bureau to the Bureau of Labor-Management reports. The Committee would look with disfavor on any major shift of this type being made without the justification being presented to the Committee in connection with the budgets involved.

#### BUREAU OF LABOR-MANAGEMENT REPORTS

*Salaries and expenses.*—The Bill includes \$5,675,000, a reduction of \$175,000 from the request, and \$100,000 less than was appropriated for 1962. Due to certain adjustments in the operating budget for 1962, the reduced appropriation recommended in the Bill will provide for the same level of employment in 1963 as prevails during the current fiscal year.

#### BUREAU OF EMPLOYEES' COMPENSATION

*Salaries and expenses.*—The Bill includes \$3,845,000, the amount of the request, and \$11,000 more than was appropriated for 1962. In addition authority is provided to transfer \$55,800 from the Long-shoremen's trust fund, the amount of the request, and \$800 more than was available for 1962.

*Employees' compensation claims and expenses.*—The Bill includes \$62,071,000, the amount of the request, and \$1,929,000 less than was appropriated for 1962. The decrease in this appropriation is accountable to new financing arrangements included in Public Law 86-767, which requires each Federal agency to reimburse this appropriation for payments made on account of the injury or death of its employees, based on occurrences after December 1, 1960.

#### WOMEN'S BUREAU

*Salaries and expenses.*—The Bill includes \$718,000, a reduction of \$59,000 from the request, and \$50,000 more than was appropriated for 1962. The increase requested was to add 12 positions which would have given the Bureau a total of 85. The Committee's recommendation would reduce this to a total of 78 positions. This is 17 more positions than the Bureau had in 1961. Especially in view of the very considerable contribution that is expected in this field from the President's Commission on the Status of Women, the Committee feels that the amount allowed will be adequate.

## WAGE AND HOUR DIVISION

*Salaries and expenses.*—The Bill includes \$17,715,000, a reduction of \$50,000 from the request, and \$408,000 more than was appropriated for 1962. The reduction of \$50,000 is accountable solely to the disallowance of funds requested for defense mobilization activities.

## OFFICE OF THE SOLICITOR

*Salaries and expenses.*—The Bill includes \$4,181,000 and authorization to transfer \$122,000 from the unemployment trust fund; the amount of the request in both instances; and an increase of \$65,000 and \$122,000, respectively, over the amounts appropriated for 1962. While transfers from the unemployment trust fund have not previously been made to this office, this does not represent a new activity, but rather the correction of an inequity which has previously existed. This office does considerable work directly connected with the administration of programs under the Unemployment trust fund. Under the law the Unemployment trust fund is supposed to finance all activities directly connected with programs authorized to be carried out under it. The \$122,000 is the Department's best estimate of the cost of such activities in 1963.

## OFFICE OF THE SECRETARY

*Salaries and expenses.*—The Bill includes \$1,905,000 and authorization to transfer \$132,000 from the Unemployment trust fund; a reduction of \$316,000 in the request for direct appropriations and the amount requested from the trust fund; and an increase of \$109,000 and \$132,000, respectively, over the amounts appropriated for 1962. The Committee has disallowed \$200,000 requested for the initiation of a new program "to improve the climate of labor-management relations through utilizing staff assistance and expert consultants in this specialized field." Very similar activities are currently performed by the Federal Mediation and Conciliation Service and the National Mediation Board. The Committee is not convinced that there is justification for setting up another such activity in the Office of the Secretary of Labor. The Committee also denied \$96,000 requested for defense mobilization activities and \$20,000 requested to provide a Departmental Archives with a historian.

TITLE II—DEPARTMENT OF HEALTH, EDUCATION,  
AND WELFARE

## RETARDED CHILDREN

Seven years ago in the report on the 1956 bill this Committee started a program for retarded children. The report that year said:

So little attention has been paid to the problem that we have only the haziest notion of what percentage of the unfortunate children, of at least as unfortunate parents, could be helped medically and through educational techniques fitting their needs, so that they could lead useful and satisfying lives. We have an equally hazy notion of the causes of the problem—how much is due to brain injury, how much is due to effect of environment, to heredity, etc.

The Committee launched a program in an attempt to find some of the answers by appropriating \$500,000 over the budget for the National Institute of Neurological Diseases and Blindness and \$250,000 over the budget for the National Mental Health Institute. For each of the years since, this Committee has seen to it that increased support was given this program. For the current fiscal year approximately \$24,000,000 of appropriated funds are being spent in this area. The Office of Education program amounts to approximately \$1,430,000; the Office of Vocational Rehabilitation \$4,100,000; Mental health activities, \$5,300,000; Neurology and blindness activities \$11,500,000; the Children's Bureau, \$1,700,000. Much progress has been made, but the accomplishments are small in comparison with the magnitude of the problem. The Committee will expect the Department to increase its efforts in this field during the ensuing fiscal year.

#### FOOD AND DRUG ADMINISTRATION

*Salaries and expenses.*—The Bill includes \$28,280,000, a reduction of \$120,000 from the request, and \$5,280,000 more than was appropriated for 1962. The reduction of \$120,000 is attributable solely to the disallowance of funds requested for civil defense activities. The Committee is very pleased that another citizen's committee has finally been established to review the whole area of the Food and Drug Administration's activities. Some Members of the Committee felt that some adjustment in the budget for 1963 was in order, however, it was decided to approve the budget as submitted, with the exception of the civil defense item, pending the report of the Citizens Committee.

#### OFFICE OF EDUCATION

*Promotion and further development of vocational education.*—The Bill includes \$34,672,000, the amount of the request, and \$1,000,000 more than was appropriated for 1962. The increase of \$1,000,000 will be applied to the practical nurse training program, which will increase the level of funding for this program from \$4,000,000 to \$5,000,000, the maximum authorized by the basic legislation.

*Further endowment of colleges of agriculture and the mechanic arts.*—The Bill includes \$11,950,000, the amount of the request, and \$3,756,000 more than was appropriated for 1962. The increase represents the second of two steps to raise these grants to the maximum amount authorized by the 1960 amendments to the Bankhead-Jones Act.

*Grants for library services.*—The Bill includes \$7,500,000, the amount of the request, and the same as the amount appropriated for 1962. This program has developed into one of the best programs of the Federal Government. Several witnesses have indicated that it should be extended to other than rural areas. There are also many unresolved problems and a considerable shortage of adequate library services in cities. It seems to the Committee that these observations are worthy of the consideration of the legislative committee.

*Payments to school districts.*—The Bill includes \$282,322,000, an increase of \$50,029,000 above the request, and \$51,029,000 more than the amount appropriated for 1962. For some years there have been proposals to change the basic law in such a way as to reduce entitlements especially for such areas as the area immediately surrounding Washington, D.C. It appears to the Committee that some of these

suggestions have merit. The fact remains that Congress has not changed the law in this way. The Committee is convinced that this program should be funded in accordance with the existing law in order to keep faith with the schools and has therefore included in the bill the exact amount that the Office of Education estimates will be required in 1963 to meet 100 per cent of entitlements.

*Assistance for school construction.*—The Bill includes \$63,686,000, an increase of \$8,641,000 over the amount of the request, and \$8,836,000 over the amount appropriated for 1962. The same explanation applies to this item as was given in explanation of the immediate preceding item.

*Defense educational activities.*—The Bill includes \$229,450,000, the amount of the request and \$17,823,000 more than the amount appropriated for 1962. It was testified by both the current Commissioner of Education and the Commissioner of Education who immediately preceded him, as well as by many others eminent in the field of education, that this program has contributed more to education in this nation than any other recently enacted program. The amount provided in the bill will either provide the maximum authorized to be appropriated for each part of the program or, in the few instances where this is not true, will fully fund the estimated, approvable applications for funds to be received in fiscal year 1963.

*Expansion of teaching in education of the mentally retarded.*—The Bill includes \$1,000,000, the amount of the request and the same amount as was appropriated for 1962. While this amount is the maximum which is authorized to be appropriated by the basic legislation, the Committee received a great deal of testimony indicating that this sum falls far short of meeting the great need for further expansion of this program. It is hoped by many that better recognition of the need will be forthcoming through an expansion of the legislative authorization.

*Expansion of teaching in education of the deaf.*—The Bill includes \$1,500,000, the amount of the request, and a technical reduction of \$75,000 from the amount appropriated for 1962. Last year the request and the appropriation included \$75,000 for administration of this program which costs have been transferred for 1963 to the appropriation "Salaries and expenses". The amount appropriated for program costs in 1962 is the same as the amount recommended in the bill for 1963. As for the preceding item, the amount recommended is the maximum authorized to be appropriated. Testimony before the Committee left absolutely no doubt that a great deal more than this is necessary to adequately cope with this large program.

*Cooperative research.*—The Bill includes \$6,985,000, a reduction of \$4,015,000 from the request, and \$1,985,000 more than was appropriated for 1962. The Bill will provide for exactly the amount budgeted for financing the program in fiscal year 1963. The reduction of \$4,015,000 represents the amount which was budgeted for financing after 1963. The Committee is of the firm opinion that this and similar programs should be financed on an annual basis and subjected to an annual review by Congress before additional funds are appropriated. In each instance where the Department has requested funds for so-called "full-funding" the committee has disallowed the sums requested for fiscal year 1964 and beyond.

Certain portions of the budgeted program were described as "programmed research" and the remaining portions were described as



“unprogrammed research.” The Committee was assured that no cooperative research project applications would be funded unless evaluated and approved by the Research Advisory Committee. The Committee was pleased to have this assurance, but in addition to this, the Committee feels that the same degree of financing with regard to the priority ratings assigned by that Committee should prevail in all areas of research carried out under this appropriation.

*Salaries and expenses.*—The Bill includes \$12,250,000, a reduction of \$491,000 from the request, and \$656,000 more than was appropriated for 1962. Annualization of new positions authorized in 1962 and other related costs will require approximately \$145,000 of the increase allowed. In applying the remainder of the increase for 1963, it is the strong desire of the Committee that primary attention be given to strengthening educational statistics. There has been a considerable amount of justifiable criticism of the Office of Education because of the lack of timely and reliable information in this area.

In the report on the 1962 appropriation bill, the committee indicated that it was disappointed that the very important activities in connection with the mentally retarded and other handicapped children had not been given a more prominent place in the organizational structure of the Office. It was pointed out that the only place where this activity was identified was so far down that it did not even show in the justification materials submitted to the Committee. The report stated:

The committee feels that this activity is of enough importance, and is of enough interest throughout the nation, that consideration should be given to designating an assistant to the Commissioner to be in charge of the Office's activities in connection with retarded and other exceptional children, and children with speech and hearing defects.

Since last year there has been some reorganization within the Office of Education and the former section on exceptional children has now been made a branch. Perhaps this is paying lip service to the Committee's indication that these activities should be given more recognition, however, the Committee is still of the opinion that this recognition is not in keeping with the magnitude of the problems and the interest of the people of the Nation.

*Salaries and expenses (special foreign currency program).*—The Committee has denied the request for \$400,000 to reinstitute this program. No convincing testimony was presented to indicate that sufficient information of value would be secured to warrant the appropriation of these funds.

#### OFFICE OF VOCATIONAL REHABILITATION

*Grants to States.*—The Bill includes \$72,940,000, the amount of the request, and \$8,490,000 more than was appropriated for 1962. The increase in funds is directly attributable to an increase in the estimated amounts of state funds which will be available for matching purposes. It has been testified many times that the government receives approximately \$10 in return for every \$1 spent on this program. The Committee feels that from a dollar and cents point of view as well as from a humanitarian point of view, the appropriation for 1963 should continue the established policy of encouraging the states to advance

their rehabilitation programs as rapidly as possible. The Committee has therefore approved the full amount of Federal funds that are estimated to be necessary to match all of the State funds which will be provided for the basic program in 1963.

While the Committee is far from satisfied with the progress that has been made to date, it is pleased to note that current estimates are that, in 1962, the number rehabilitated will reach 100,000 for the first time. With the level of funding provided in the bill and estimates of funding at the state level, 110,400 people are estimated to be rehabilitated next year.

For some years the Committee has been concerned that the States have not given as much attention as they should to rehabilitation of the deaf. This tends to obscure the needs of deaf people. It would be helpful to the Committee if in future budget presentations OVR would bring out its accomplishments and plans for the rehabilitation of the deaf separately from any other disability group.

*Research and training.*—The Bill includes \$24,500,000, an increase of \$600,000 over the request and \$4,250,000 more than was appropriated for 1962. Last year the Committee heard considerable testimony from outstanding leaders in the field of vocational rehabilitation which convinced the Committee of the need to inaugurate a program of regional institutes for rehabilitation to promote graduate medical education and medical research in the rehabilitation of physically handicapped persons. The Committee is pleased to note that two such centers have been started with the funds, in excess of the budget request, the Committee recommended for 1962. One of these centers has been established in Minneapolis and the other in New York. The budget included funds to continue the two regional institutes that have already been started but did not include any funds to start additional centers of this type. While there is a strong body of opinion that this part of the program should be expanded in 1963, the Committee decided not to recommend additional funds at this time but will review the program and make its recommendations after there is time for the two centers to gain experience and indicate results.

The small increase recommended over the budget will allow for a further expansion of the training program. It is the desire of the Committee that special attention be given to the area of speech and hearing defects.

*Research and training (special foreign currency program).*—The Bill includes \$1,500,000, a reduction of \$500,000 from the request, and \$128,000 more than was appropriated for 1962. In general the committee has been disappointed with the special foreign currency programs provided for in this bill. However, in connection with this particular program good work is being done which the Committee feels sure will benefit this country directly and will be of benefit in contributing to improved international relations. This is the only special foreign currency program for which the Committee is recommending an increase in 1963 over the amount appropriated for 1962.

*Salaries and expenses.*—The Bill includes \$2,486,000, the amount of the request, and \$161,000 more than the appropriation for 1962. The increase will allow for some expansion to give administrative support to the expanding grant programs and will establish a small program of direct research.

## PUBLIC HEALTH SERVICE

*Buildings and facilities.*—The Bill includes \$31,000,000, an increase of \$4,000,000 over the request, and \$12,770,000 more than the appropriation for 1962. The largest item included in this appropriation is \$10,280,000 for construction of a much needed cancer research facility to relieve crowded conditions and provide better facilities for this very important work. Other significant items are \$4,850,000 for construction of an extension of the master utilities system at the National Institutes of Health which is a necessity in view of the increase in facilities and personnel to be serviced; \$4,000,000 for the construction of water pollution control laboratories authorized by the latest amendments to the water pollution control act; and \$3,200,000 to equip the Communicable Disease Center facility for which funds were appropriated last year.

The increase of \$4,000,000 over the request will provide for the construction of two water quality standards research laboratories; one for fresh water and one for salt water.

Experts throughout the Nation are demanding realistic water quality standards. This need is confirmed by the alarming number of fish kills, the increasing difficulties in purifying municipal water supplies, and by the increasing incidence of offensive taste and odors and unsightly discoloration found in both our streams and our household drinking water. The Committee recommends that such standards of water quality for all uses—the protection of aquatic life and wildlife, industrial, agricultural, recreational and other uses—be developed. We need to know with much greater precision the water quality requirements for the various water uses. Only when the water pollution control administrator is armed with this knowledge can we expect to fully safeguard water users, design the kinds of treatment facilities that will meet these standards effectively and economically, and understand the changes that are deteriorating water resources.

High in the need to develop water quality standards is that of determining the requirements for aquatic life, both fresh water and marine. The Nation's fishery resource is dwindling steadily and aside from the loss of this commercial and recreational resource which we cannot afford, there is a danger signal. If fish cannot live in the water we use to drink and process our food, something is wrong and we need to take immediate steps to find the cause. Our fishery resource can well serve us as the "canary in the mine."

*Accident prevention.*—The bill includes \$3,668,000, the amount of the request, and \$50,000 more than was appropriated for 1962. The prevention of accidents, accidental deaths, and injuries is a "must" from the standpoint of protecting and improving the Nation's health. Accidents kill over 92,000 and injure over 45 million people each year according to statistics from the National Health Survey and the National Office of Vital Statistics. This program provides for research and epidemiological investigations to give essential information about accident causes and preventive measures with special emphasis on the role of human factors; pilot studies and demonstrations to test and introduce preventive programs; and technical assistance, consultation, and training to strengthen and assist State and local agencies and organizations that wish to start preventive programs. The committee feels that the amount recommended is the minimum that should be provided for these purposes.

*Chronic diseases and health of the aged.*—The Bill includes \$22,942,000, the amount of the request, and \$11,984,000 more than was appropriated for 1962. By far the greater part of the increase is in the area of grants. The amount recommended in the bill includes an increase of \$7,000,000 for grants to states to assist in expanding and improving state-wide programs for the development of community facilities and services for the care of the aged and chronically ill. There is also an increase of \$3,681,000 for project grants to states or other public or non-profit private agencies for studies and demonstrations which look toward the development of new and improved methods for providing services outside the hospital.

The chief of the division that administers this program set forth four points as being the creeds for his program as he sees it. "First, disability can be prevented; second, it can be reversed; third, the disabled can be cared for at home; and fourth, while it is appropriate for some individuals to be cared for in institutions, there are many others for whom institutional care is inappropriate, inefficient, and I think inhumane." The Committee was impressed both with the validity of these basic concepts and with the program which was presented. As with the Vocational Rehabilitation Program, the Committee is thoroughly convinced that this program is well justified both from the point of view of human benefits and also from the point of view of straight economics. There is no doubt that enormous dollar savings in hospital bills can result from this program.

*Communicable disease activities.*—The Bill includes \$10,062,000, the amount of the request, and \$62,000 more than was appropriated for 1962. The main item of increase is to assist states in achieving more adequate and accurate laboratory work at state and local levels. This is the keystone of all effective communicable disease public health programs, and is recognized not only by public health officials but by the practicing physicians who depend on these laboratory tests for diagnosis.

*Community health practice and research.*—The Bill includes \$25,776,000, the amount of the request, and \$1,440,000 more than was appropriated for 1962. This is a relatively new division in the U.S. Public Health Service. In 1960 the Study Group on the Mission and Organization of the Public Health Service recommended combining, within a single division, activities related to medical care and public health administration. To accomplish this the division of Community Health Services was established in November 1961. It is obvious that there are considerable deficiencies in this area of public health. The increase provided in the bill will partially correct them.

Taking into consideration comparative transfers the actual increase allowed is \$3,571,600. By far the largest item of increase is \$2,727,000 for expansion of the training grant programs. This is broken down into \$2,000,000 for traineeships and \$727,000 for grants to the twelve accredited schools of public health. This part of the program is basic to any effort to improve the public health services of the country.

*Control of tuberculosis.*—The Bill includes \$6,493,000, the amount of the request, and the same as the amount appropriated for 1962. The budget contained a shift in emphasis from formula grants to states to project grants; the latter to be based on the Surgeon General's determination of where the needs for additional activities in this area are the greatest. The proposal was to increase the project grants amount from \$500,000 to \$1,500,000, and decrease the grants to states

on a mathematical formula basis from \$3,500,000 to \$2,500,000. The Committee approves the principal involved but is of the opinion that too great a shift was proposed, which would result in a decrease for some states great enough to be harmful to the program. The Committee has approved a shift of \$500,000 rather than \$1,000,000; thus making the project grants \$1,000,000 and the formula grants \$3,000,000.

*Control of venereal diseases.*—The Bill includes \$7,000,000 the amount of the request, and \$1,000,000 more than the amount appropriated for 1962. In its report last year the Committee directed the Public Health Service to make a thorough restudy of this program and be prepared with recommendations for a program that would result in the eradication of syphilis. A task force was selected to make this study under the Chairmanship of Dr. Leona Baumgartner, Commissioner of Health, City of New York. The task force report was submitted very shortly before hearings were held on this portion of the budget. The Committee was told that work would start immediately on preparation of a request for a supplemental appropriation to carry out the recommendations of the task force report. The Committee is extremely disappointed that no plan of action to carry out these recommendations has yet been submitted to the Congress.

*Dental services and resources.*—The bill includes \$2,506,000, the amount of the request, and \$6,000 more than was appropriated for 1962. Since expenses amounting to \$100,000 are transferred to the Office of the Surgeon General for 1963 the actual net increase recommended in the bill is \$106,000. This is another relatively new division in the U.S. Public Health Service and is doing excellent work. This year the division has established a new dental health center in San Francisco. This was established on July 1, 1961, and formally opened in November. It has already inaugurated programs of applied research and training which should have considerable impact on the dental health movement in future years. In view of the newness of this division and the great importance of the work which is assigned to it, some Members of the Committee were disappointed that no further progress was proposed in the 1963 budget. However, it was the consensus that these activities should be watched carefully during the ensuing year and that the Committee would be in a better position to assess the need for further expansion a year from now.

*Nursing services and resources.*—The Bill includes \$8,438,000, the amount of the request, and \$763,000 more than was appropriated for 1962. Taking into consideration adjustments for comparative transfers and nonrecurring expenses, the actual net increase is \$878,900. Of this amount \$721,000 is for nurse traineeship grants to assist in the effort to reduce the very large shortage of trained nurses. This amount is divided \$400,000 for the long-term program and \$321,000 for the short-term program. The increase will support approximately an additional 100 nurses in the long term and 1,600 nurses in the short term program.

*Hospital construction activities.*—The Bill includes \$188,572,000, an increase of \$12,352,000 over the request, and \$22,928,000 less than the amount appropriated for 1962. For actual construction grants the Bill contains exactly the same amount as was contained in the Bill as it passed the House last year; that is, \$125,000,000 for general hospitals and \$60,000,000 for facilities pursuant to part G which covers diagnostic or treatment centers, hospitals for the chronically ill and

impaired, rehabilitation facilities, and nursing homes. For non-construction activities the Bill includes \$1,800,000 for research authorized in Section 636, which is the amount of the budget request less the amount requested for financing after fiscal year 1963; and \$1,772,000 for administration and technical services which amount is equal to the amount available for 1962, but is \$248,000 less than the amount requested.

Last year this Committee recommended an appropriation of \$10,000,000 for grants to construct hospital research facilities. Outstanding doctors from the Mayo Clinic and Rochester Methodist Hospital of Rochester, Minnesota, appeared before the Committee and presented the results of research which they had done on a small scale with an experimental unit connected with the Methodist Hospital. These doctors were convinced that by a rather radical hospital design, a very substantial savings in hospital care could be effected. Their testimony was convincing enough to this Committee and to the Congress that a special appropriation for which no provision was made in the budget was recommended and became law. The Committee is extremely disappointed at the obvious lack of progress and the Public Health Service's apparent lack of interest in this program. This was thoroughly discussed during the hearings. The Committee hopes that the indications of its feelings during the course of the hearings and through this report will stir the Department to a little more activity.

#### ENVIRONMENTAL HEALTH ACTIVITIES

The following six appropriation items all deal with problems in the field of environmental health.

Recognizing the increasing environmental health problems facing the Nation, this Committee requested three years ago that the Surgeon General prepare a special report on these problems. This report highlighted the varied environmental health problems we now face and the need for corrective action. A recent authoritative study was made by an outstanding group of experts in the environmental health sciences under the chairmanship of Dr. Paul Gross of Duke University, the current President of the American Association for the Advancement of Science. This group concluded, "That a national need exists for the establishment and maintenance of a vigorous and integrated effort to maintain control over the human environment compatible with projections of change in both population and the environment itself." The report points out the need for leadership by the Federal Government to develop this effort and recommended that, "The focus of this national effort should be centered in the U.S. Public Health Service." It further recommended that the Service take appropriate steps to meet the manpower needs for environmental health programs, that a reinforcement of existing categorical programs is necessary, and that a central facility located in the Washington area should be established to provide a point of national leadership for all the environmental health programs.

The Committee concurs in the belief that the Public Health Service should expand its environmental health programs to a level sufficient to cope with the ever increasing health problems resulting from the contamination of the air, water, and food; the increasing exposure of the population to ionizing radiation, as well as the special hazards to which workers are exposed in their working environment. Such a

program must involve expanded support through grants for extramural research and training so we may better utilize the existing research potential outside the government as well as train the scientific manpower needed to carry on these expanding environmental health programs.

In 1962 at this Committee's insistence, for the first time research grants in the environmental health area have been separately set forth in the Public Health Service appropriations. This separate identification together with the increased scientific interest to these problems has been followed by an upsurge in the number of grant applications for environmental health research projects.

There are many complex interrelationships among environmental health problems which must be considered as parts of a whole. This necessitates an integration of research and control methods, utilizing the skills of many professional disciplines and specialties—medical, biological, physical, chemical, social sciences, and mathematics. The growth of research in environmental health is dependent on developing and sustaining strong graduate training programs. The Committee notes that substantial deficiencies in scientific manpower exist, and the problem will be aggravated in the years ahead unless the training of additional personnel is vigorously promoted and prosecuted.

The Committee was pleased to note that the budget provided for some increase for each of the environmental health programs, but believes that the budget presented to it is inadequate to meet the projected needs. It has therefore recommended an increase over the budget for air pollution control, water supply and water pollution control, and for the construction of water quality laboratories.

*Air pollution control.*—The Bill includes \$11,069,000, an increase of \$1,000,000 over the amount of the request, and \$2,269,000 more than was appropriated for 1962.

The Committee is impressed with the seriousness of the air pollution problem. In addition to the extensive economic damage, which amounts to \$7.5 billion annually, there is real concern over the effects on man's health. Increasing deaths from lung cancer plague the Nation, and evidence has been presented that this is linked with air pollution. Serious respiratory illnesses are increasing, such as emphysema and asthma. Minor respiratory illnesses, causing absence from work and much of the discomfort of man, appear to be influenced by air pollutants. Man is not the only living thing afflicted, either. Cattle are sickened and die from air pollutants, food crops are killed or otherwise seriously affected, and trees, flowers and shrubs are poisoned. Every bit of evidence seems to show that this problem and its sad effects will increase as our population, urbanization, industrialization and technological civilization increase and expand. This problem cannot be solved in a year or two; only further research can provide the answers to help prevent an increasingly serious situation.

The Public Health Service's summary of its six years of activity demonstrates a commendable vigor in attacking and assessing the problem. Photochemical smog, once thought peculiar to southern California, has been found in many American cities; lead, a very toxic hazard, has been shown to be found in community air and this is related to its use in gasoline in automobiles—its presence in the blood of residents of these communities is of real concern; a serious and fatal episode has been shown to have occurred in New York City causing

over 200 deaths as a result of air pollution. Even more significantly, researchers have produced lung cancers in animals, as a result, in part, of breathing polluted air.

Much yet needs to be done—more research on unsolved problems is vitally necessary. At the same time, the Committee feels that use and application of existing knowledge is equally vital. The program of the Service has not been sufficiently comprehensive to provide the guidance and assistance necessary to accomplish desirable control.

The President, in his recent Message on Program for Protection of Consumer Interests, has again expressed his concern in regard to air pollution and indicated action the Department should take in regard to automotive exhaust emissions. The Committee agrees and has increased the budget by \$1,000,000 with the intention that a major portion of it be used for more research in this field.

This Committee has for years prodded the Department and indicated its dissatisfaction with the petroleum and automobile industry in not taking a more active interest and in not doing more work on this very important problem. A little more has been done in the last two or three years, but especially these two major industries should be doing a lot more.

One has to go no further than to walk from the Capitol to the House Office Building to be well aware of the obnoxious fumes and smoke that pour out from the buses in our capital city. There is no question as to their being obnoxious; how dangerous they are no one now knows. We should know more about the danger and we should certainly do more to control such a public nuisance.

The Committee notes that the exhaust afterburners for cars presently advocated as a solution to this urgent problem are costly and will require complicated systems of inspection and maintenance, costing the car owner substantial sums. We believe that more effort should be expended towards the development of more efficient engine design which would decrease emissions from automobiles. The Committee endorses the President's action to direct the Department to work with the automobile industry but, as mentioned above, also believes the automobile industry is doing far too little in attempting to solve this problem.

*Milk, food, interstate and community sanitation.*—The Bill includes \$7,502,000, the amount of the request, and \$78,000 more than was appropriated for 1962. Taking into consideration non-recurring construction costs in 1962 and comparative transfers, the actual increase proposed for 1963 is approximately \$1,200,000 more than the comparable amount available for 1962.

The Committee was impressed with the significance of problems being attacked under the program of Environmental Engineering and Food Protection. Through this activity a coordinated effort is being directed toward solving a variety of environmental problems which are of mounting concern to local health and health-related agencies, particularly in urban centers.

Milk is one of our Nation's most important foods as well as being one of the most widely-produced products. Milk production and handling methods on the farm, as well as processing techniques in dairy plants, are undergoing revolutionary changes associated with new technological developments. These changes have markedly affected established health safeguards and therefore impose the need for thorough investigations of their public health implications. Some



of the laboratory tests which have been traditionally used by the industry and by milk sanitation control agencies have been made obsolete. The Committee was pleased therefore to learn that the Public Health Service has been able to develop recently a modified phosphatase test through which the performance of newly developed pasteurization processes can be checked. However, there is much to be done in milk research with pathogenic organisms, including viruses, and studies on the new ultra-high temperature processing methods which are on the brink of commercial utilization. In its reports for the last two years the Committee has stated its interest in seeing that more emphasis was placed on milk problems. It is disconcerting therefore to note that the Interstate Milk Certification Program is still operating on an inadequate basis. At present the level of PHS evaluations of State milk programs and spot checks of field conditions is only about seventy-five percent of requirements. The Interstate Milk Certification Program, begun in 1951, now facilitates the interstate movement of approximately 9-billion pounds of milk each year and is still growing. In view of the public health significance of this activity, the Committee will expect that a more thorough job be done in the future.

In the field of food service sanitation, the Committee noted that PHS will soon issue a new *Food Service Sanitation Manual* for use by States, cities and industry. Such a practical guide for sanitary control of potentially hazardous foods is seriously needed because an estimated one million cases of food-borne illness occur each year. During 1963 the Service will initiate a very modest field demonstration of the new food-protection techniques developed through research and incorporated into the manual.

Last year this Committee directed the establishment of two shellfish sanitation research centers to investigate problems relating to these marine foods resulting from hazards from viruses, bacteria, radioactivity, marine toxins, and chemicals. Good salt-water sites, suitable for research activities, have been made available at no cost to the government. Relationships have been established with research and professional organizations in the general vicinities of the planned centers. The Committee was disappointed that the estimates before it provided no funds for getting the technical staff and the specialized equipment necessary to operate these centers when they are built. Research programs outlined for the Committee are urgent and should be started. It would be sensible to have the centers staffed and equipped not later than the end of fiscal year 1963.

Under urging of this Committee the PHS has placed greater emphasis on the sanitation surveillance of interstate carriers—airlines, railroads, vessels and buses—which transport over 2-million persons daily. In this program, new drinking water standards have been recently promulgated which include radioactivity and organic chemicals for the first time. These standards are, in effect, the U.S. national standards, because nearly 100-million people drink water from the public water supplies certified by PHS for interstate carrier use. The Committee noted with interest that this program, in cooperation with NIH, is conducting studies on whether correlation exists between drinking water quality and the incidence of chronic diseases, such as heart disease, cancer and arthritis. We hope this unique investigation will be pursued vigorously.

The Committee is pleased to note the response of the scientific community in universities and other extramural research institutions in undertaking research in these important areas and feels sure that as the research grants program matures very meaningful results will be contributed to the better understanding of these complex problems in the broad field of environmental engineering and food protection. It is recognized that pressing needs of the future rely upon increased current emphasis in research on fundamental aspects of viral and chemical contaminants of foods; individual household water supplies; recreational facilities; and the broad spectrum of problems relating to the environmental health aspects of concentrations of population in urban areas.

*Occupational health.*—The Bill includes \$4,022,000 the amount of the request, and \$41,000 more than was appropriated for 1962.

Although many of the large industries in this country have occupational health programs, the majority of workers do not have the benefit of such programs nor do their employers have the resources to carry on the kinds of studies required to determine the nature of occupational hazards and the measures required for their control. That neglect of these problems can prove disastrous is demonstrated in the \$12,000,000 annual compensation costs being borne by the taxpayers of Pennsylvania as a result of uncontrolled dust diseases in the coal miners of that State. Serious difficulties in the uranium mines is presaged by the steadily rising deaths from lung cancer in this group of workers—now between 5 and 10 times the expected rate.

We are constantly being made aware of the large number of new chemicals and processes being introduced each year. The rapid rate precludes detailed, comprehensive testing of each for potential health hazard. The Committee was pleased to learn of the progress made by toxicologists of the Division of Occupational Health in developing tests that will measure toxic damage from some chemicals before the injury becomes permanent and while corrective measures may be taken. It is apparent to the Committee that new and better toxicologic testing procedures are going to be required to keep pace with the rapidly changing man-made environment, both within industry and the community. The development of such measures will require vigorous research efforts both in the universities and within the intramural program of the Division.

Some improvement has been made in the control of health hazards in the uranium mines. Nevertheless, the rising number of deaths from lung cancer warns that there can be no slackening of control efforts. Because the high levels of radiation to which these workers are exposed presents unique opportunities for the assessment of the effects of such radiation, the Public Health Service is urged to study this group of workers with extreme thoroughness. The results of such studies will be invaluable in helping assess the accuracy of our standards for radiation safety in other population groups.

The past year was the first for a research grants program in the field of occupational health. The many unmet research needs in this area were emphasized in the Gross Committee report and in testimony before the Committee. The Committee was encouraged by the fact that during the first year of this program 40 new research projects were begun and will watch, with a great deal of interest, the progress of this new phase of the program.

*Radiological health.*—The Bill includes \$15,875,000, the amount of the request, and \$5,228,000 more than was appropriated for 1962.

The Committee feels strongly the urgency which has been added to the need for protection of the public from the hazards of ionizing radiation by the resumption of atmospheric testing of nuclear weapons. The Committee is impressed by the response of the Division of Radiological Health of the Public Health Service to the problems created by the fallout from the Soviet nuclear weapons testing last fall. It is recognized, however, that this effective action was possible only through the postponement of such important work as cooperative X-ray projects with States and epidemiological studies of long term radiation effects on man. Such postponement cannot be carried on indefinitely. Actually, the importance of longer range programs such as research on the relationships between radiation dose and effects upon man and control efforts in connection with other sources of radiation exposure is increased by the resumption of testing.

With the resumption of atmospheric weapons testing by the Russians last September, control of radiation at the source was not possible, and a major shift in the program approach to development of environmental controls had to be made. This situation requires additional effort in three important areas:

1. Prediction and measurement of levels from weapons testing.
2. Study of effects of the radioactive materials on humans.
3. The development and application of control and counter-measures to reduce exposure levels.

The Committee is impressed by the progress that the division has made in initiating national epidemiological studies of population groups exposed to increased radiation exposure. In particular, a follow-up study of patients receiving radioiodine for treatment of hyperactive thyroid is well under way. It is essential that such studies, which will require long periods to develop significant data, be undertaken as rapidly as possible.

Progress has been made in radiation control in connection with exposures of patients to X-rays in dental practice. A very effective technique for determining the necessary modifications of dental equipment has been developed by the division. This technique called the "surpak" method, permits a survey of a dental X-ray installation without the necessity of an actual visit by scarce technical personnel to the dentist's office. The Committee hopes that progress in this direction can be made in the field of medical X-rays.

Testimony brought out that the appropriation request of \$15,875,000 was developed prior to the resumption of nuclear weapons testing in the atmosphere. Questioning by the Committee revealed that a proposed amendment to the 1963 budget request was submitted by the Department to the Bureau of the Budget. The Committee does not understand why the Bureau of the Budget has not yet taken action on this amendment.

*Water supply and water pollution control.*—The Bill includes \$24,607,000, an increase of \$1,000,000 over the request, and \$4,279,000 more than was appropriated for 1962.

Water pollution has become the No. 1 natural resources problem confronting this Nation. It is a direct result of our population and industrial growth. More people, more industry, and new technological developments are creating more water pollution. The situation is all to manifest in the increasing number and scope of fish kills, the

vast water areas being closed to recreation, the growing concern over the mass of pollutants reaching city water supplies and industry's search for new locations where there is ample and suitable water.

Fifty years ago water pollution was indeed a local problem and could be dealt with as such. Today it is a national problem, not only in scope but in concern and responsibility, requiring a full Federal-State-local-industrial cooperative approach. We must protect and conserve the quality of the Nation's water resources for use for all purposes—domestic and municipal water supplies, industrial supplies, propagation of fish and aquatic life and wildlife, recreation, agriculture, and other legitimate purposes. It is a job that must be done.

The impacts of changing patterns of land and water use on water quality and the biological life it must sustain cannot be over emphasized; erosion and siltation from the highway program; new fertilizer and insecticides from agriculture; heat from power generators; new industrial wastes and new and complex substances in municipal wastes are detrimental to the natural biological life in the stream. The seriousness of this situation is that as we weaken and destroy the biological life in the stream—not just the fish but the entire food chain—we destroy the stream's ability to purify itself. Thus, we not only pollute the streams but we take away nature's primary defense against the effects of pollution.

Significant accomplishments have been made under the Federal Water Pollution Control Act and its 1961 Amendments. This progress highlights the opportunity to do much more. Eighteen Federal enforcement actions have been taken to abate serious and long-standing interstate pollution problems. These actions have involved more than 250 cities, and more than this number of industries. Results of these enforcement actions will be the construction of treatment works valued at well over \$500,000,000. Furthermore, it will mean pollution abatement in more than 5,000 miles of major rivers.

Research on the increasingly complex problems of water pollution has been expanded—both in the direct Federal program and in research grants to universities. In this way the best of the Nation's research talent both within and outside of Government are brought to bear on these problems. A significant achievement under the 1961 Amendments has been the beginning of a research project to develop more effective processes for treating municipal waste waters—so that as they flow downstream they may be safely re-used by other communities. Another important research undertaking will define the knowledge needed to make the best use of valuable waters stored in reservoirs for the purpose of release when needed to maintain water quality downstream.

Comprehensive programs to control existing pollution and prevent future pollution are under way in five of the country's major river basins. These programs developed in cooperation with the States, interstate agencies, municipalities and industries will provide a blueprint for managing water quality for all uses for a projected period of 50 years.

Although progress is encouraging, the Committee feels that more needs to be done than can be accomplished with the budget request for fiscal year 1963. This is based on the testimony of both Government and many outside witnesses. The increase recommended, while relatively small, will allow for stepping up progress in this vital area.

*Grants for waste treatments works construction.*—The Bill includes \$90,000,000, the amount of the request, and \$10,000,000 more than was appropriated for 1962. The stimulation afforded by the Federal construction grants program has greatly increased the building of needed municipal waste treatment works. A total of 3,325 grants for \$275,000,000 has been made since passage of the Act in 1956. These Federal grants have been matched by \$1,350,000,000 of local funds—a ratio of 5 local dollars to each Federal dollar. When completed, these Federally-supported construction projects will abate pollution in 37,000 miles of streams. The amount carried in the Bill is the maximum authorized to be appropriated under the Water Pollution Control Act as amended, but is far short of being sufficient to finance the approvable grant applications which are expected to be on hand in 1963.

*Hospitals and medical care.*—The Bill includes \$50,259,000, the amount of the request, and \$424,000 more than was appropriated for 1962.

*Foreign quarantine activities.*—The Bill includes \$5,892,000, an increase of \$1,600,000 over the request, and \$192,000 less than the amount appropriated for 1962. The Public Health Service examines many aliens before they leave their home country to come to the United States, so that, if they have a quarantinable disease or for some other reason would not be eligible to enter the United States under the quarantine laws and regulations, they can be stopped before making the trip to the United States port of entry. This had been a free service until charges were instituted December 1, 1961. The proposal submitted in the budget provided that the fees which are collected be credited to this appropriation and thus reduce the amount of the appropriation required. The Committee is in complete agreement that fees should be charged; however, the proposal to include language in the appropriation bill authorizing these fees to be deposited to this account has not been approved. In addition to the fact that this would be legislation, it appears to the Committee that the total expense of this activity will be more clearly set forth and understood if it is on a direct appropriation basis. It also appears to the Committee that a definite appropriation will allow for better planning of these activities than would be possible were a portion of the funding on a fee basis and thus not definitely determinable until the end of the fiscal year.

The \$1,600,000 which the Committee recommends be added to the budget request represents the exact amount which the Public Health Service estimated will be collected in fees during 1963. The action of the Committee, therefore, is to approve the budget as submitted except that the fees collected will be deposited to miscellaneous receipts of the Treasury and not be credited to this appropriation account.

#### NATIONAL INSTITUTES OF HEALTH

Being deeply conscious of the vital importance of medical research to the future welfare of the nation, the Committee has thoroughly explored the progress, problems and potentialities of the medical research and training programs of the National Institutes of Health. The officials responsible for the prosecution of these programs have testified at length; in addition, and at the request of the Committee, numerous detailed analyses have been prepared covering progress in

the various research areas of special interest to the Congress and inquiring into the effectiveness of newly developed devices for the support of research and training in non-Federal institutions. The Committee has also heard many eminent public witnesses well qualified to speak authoritatively about the needs of medical research and research training and to give the Committee candid advice about the direction and level of support of the NIH programs if these are to be fully developed in an effective battle against disease.

#### GENERAL CONSIDERATIONS

The record of the hearings, covering in excess of 2,000 pages, is filled with evidences of practical achievements in the prevention, the diagnosis and the treatment of disease which are the direct result of the support the Congress has provided for research into disease problems through the programs administered by the National Institutes of Health. The dividends of medical research are demonstrably so great—not only in terms of the welfare and happiness of the individual but in preventing the economic waste resulting from illness and disability—that the Committee remains firmly convinced that further investment in medical research is not only amply justified but is one of the most prudent and rewarding uses to which public funds can be put.

Some specific examples of research achievement are given in the sections of this report dealing with the appropriations for the individual Institutes. These range from the development of a practical measles vaccine, on which production for general use has already begun, and a major step towards the development of a vaccine which promises to ward off a high proportion of the acute respiratory diseases now suffered by young children, to continued progress in determining the role of viruses in cancer. Equally significant, however, is the progress being made in the basic biological sciences on which our understanding and ultimate conquest of the dread diseases will, in the long run, depend. The Committee was particularly impressed by the very recent success of two NIH scientists in probing the way in which nucleic acids transmit hereditary characteristics from parent to child. This achievement, which has been hailed by the scientific community as a major breakthrough, provides a new point of departure for investigations into the causes of congenital disabilities ranging from mental retardation to the special susceptibility of some individuals to certain diseases. This highly significant development illustrates the validity of the Committee's view that basic research, which so often seems remote from practical health problems, is of fundamental importance to future progress and must have unstinting support if the momentum of clinical research is to be maintained.

The Committee has carefully explored and given much thought to the future needs of our national medical research effort and specifically, to the direction in which the Federal support program should develop. It was natural that, in expanding the NIH programs, attention should first have been given to clinical research focused on categorical disease areas and to do this by the support of individual investigators for specific research activities. As the programs have grown, and as medical research throughout the country has expanded, it has become possible for NIH to support research of short-term practical importance and at the same time to provide for the orderly

and sound development of the basic medical and related sciences which will be the basis for further progress and the practical achievements of tomorrow. Biomedical research now covers a wider range of inquiry and a broader spectrum of activities. For example, increasing emphasis must be given to basic biological research, to interdisciplinary areas—especially those involving an interplay of the biological and physical sciences—and to the application of mathematics to the solution of biological problems. It is predictable that the revolutions in an understanding of the dread diseases and the tools for their ultimate conquest will most likely be derived from such research.

Federal support mechanisms must also be increasingly extended to include large-scale collaborative studies which combine extensive and long-term observations of the patterns of disease in large population groups and in different environments. Such studies, involving quite sophisticated biostatistical techniques, make possible direct inquiry into disease problems which do not readily lend themselves to study in an individual clinic or in the laboratory. The perinatal project of the National Institute of Neurological Diseases and Blindness is a good example of such a study.

As the level of Federal support rises, special care must be taken over the conditions that govern the grant programs. A number of inquiries have demonstrated that the rapid evolution of the NIH programs over the past decade has proceeded with proper prudence with respect to the expenditure of Federal funds and at the same time with a sensitive appreciation of the administrative conditions and policies that are most conducive to productive research. Program expansion such as has been experienced in this period is only possible and sound if the investigator and the institution broadly share the responsibility for insuring the proper and most effective use of the support funds made available to them.

The Committee is convinced that the Nation must be assured that the future progress of medical research is not hampered by the lack of adequate research resources—the physical facilities and the qualified personnel. The effectiveness of Federal grant-support for research still depends on parallel programs that will provide more adequate facilities and suitably trained scientific personnel. The Committee again heard persuasive testimony from both official and private witnesses that facilities and manpower continue to be the critical limitation on the pace of research in the future.

#### BUDGET CONSIDERATIONS

As in the past, the Committee is disappointed that the budget estimates submitted by the Executive Branch did not rise to the challenge presented by the opportunities for pressing the attack on the dread diseases. The estimates do provide for modest increases and these give an appearance of a forward-looking budget. However, close examination by the Committee of the probable effectiveness of the funds sought in developing the programs which they would be called upon to sustain disclosed many disheartening deficiencies. The budget failed, in particular, to make any provision for expanding the crucially important research training programs and was quite inadequate to provide the level of research grant support that will maintain the momentum of the increasingly effective medical research effort.

The Committee, in inquiring into the development of the NIH budget within the Executive Branch, found that substantial increases in critical items had, in fact, been requested by the National Institutes of Health and had been approved both by the Surgeon General of the Public Health Service and by the Secretary of the Department of Health, Education, and Welfare. The Committee therefore took these estimates as a rational basis for an assessment of NIH program needs. These figures, though conservative in amount, reflect the professional scientific judgment of the highly competent and reasonable administrators of the NIH and were presented to the Bureau of the Budget by the cabinet member responsible for insuring that the programs of the Department represent proper expenditures of public funds and conform to the policies of the administration.

Each item of this departmental proposal has been carefully considered by the Committee in the light of its exhaustive inquiries at the hearings. The Committee has reduced the total appropriations from the \$855 million initially requested by NIH to \$840.8 million. The total is an increase of \$60.4 million over the amount requested in the President's budget.

This is a conservative estimate of what is required to maintain the steady forward movement of the country's biomedical research effort. It will, however, provide adequate support for medical research in 1963 and give further impetus to some of the research areas of special concern to the Congress and to the training and fellowship programs which are needed to assure us of an adequate future supply of highly qualified professional manpower in the biological and medical sciences.

#### MANPOWER REPORT

At the request of the Committee, NIH submitted a comprehensive report on the estimated national requirements for medical research manpower in 1970 and a projection of the necessary output to meet this requirement. The report has been printed as Part 4 of our hearings with the Department of Health, Education, and Welfare. On the basis of assessments of the expected growth in both public and private medical research efforts which seem entirely reasonable to the Committee, the manpower analysis indicates we shall need more than 75,000 professional workers in 1970. This is roughly double the number productively engaged in medical research today. To produce more than 35,000 additional biomedical scientists in eight years and provide 8,000 replacements for those who die, retire or transfer to other activities will require an average annual output during the next eight years of about 5,000 which is half as large again as the average annual output of the past eight years. In fact, the number of additional professional workers we must train by 1970 is somewhat greater than the total number (about 40,000) now at work.

This task will clearly require a major national training effort of which the medical and other health related professional schools and the universities must bear the major burden, but which also demands that the Federal government have a broad and vigorous training-support policy. In the view of the Committee, the programs of the NIH are a suitable mechanism for implementing such a policy in the areas with which the Institutes are concerned. What is required is funds commensurate with the magnitude of the task and some changes



in program emphases to serve special short-term and long-term needs in various research areas. To this end the Committee has included in the appropriations \$142.8 million for training grants and \$32.8 million for fellowships—a total of \$29.8 million more than the amount requested for these two items in the President's budget.

The Committee is in accord with the proposals made by the NIH, in its supplemental statement on training fund requirements, concerning the program emphases needed to meet urgent current as well as long-range requirements. These include: (1) the attraction into medical research of a greater number of men and women with an interest in research who already have an M.D. or Ph.D. degree and can therefore be most readily made available, by appropriate scientific training, to the research manpower pool; (2) the expansion of predoctoral fellowship and training programs in the biological, physical, and behavioral sciences; (3) the more sharply focussed use of training funds in the clinical area for the development of clinical scientists as opposed to the dilution of these programs by preoccupation with the requirements of formal certifying agencies concerned largely with clinical practice; (4) providing—as a parallel program to the foregoing but with longer-range objectives—an opportunity for particularly competent postbaccalaureate students to acquire, while in medical school, a truly scientific training, it being fully recognized that such a program must be designed to strengthen the medical school and not deter it from its larger responsibility for producing highly qualified practitioners.

The Committee has taken particular note of the view expressed in the manpower report that the increasing demand for medical research manpower can not be met unless the basic national pool of health personnel is rapidly expanded. The independent and highly specific expansion of medical research training programs, which has been the usual approach in the past, involves the risk of adversely affecting the availability of trained health personnel and scientists for other urgent national needs. With this problem in mind, the Committee believes that the further development of NIH training programs must be carefully related to the general enlargement of the national capacity for graduate and professional education and must emphasize breadth and scope of scientific training to the greatest extent possible. It seems quite clear to the Committee that the manpower report demonstrates that the simple uncritical extension of current training activities is wholly inadequate to deal with the complex and changing circumstances of the future. The Committee will therefore expect clear evidence of careful planning and the establishment of sound objectives, such as has gone into the review of NIH training programs during the course of the past year, when considering further extension of NIH training activities.

#### COMMUNICATION OF MEDICAL INFORMATION

During the hearings the Committee received reports from the National Library of Medicine and the Bureau of State Services, as well as the National Institutes of Health, on the subject of the communication of biomedical information. The Committee is aware that, as these reports pointed out, the problems of communication are not the exclusive concern of any one of these bureaus but that

they each have overlapping areas of interest and responsibility. Indeed, the Surgeon General testified that communication is a matter of general concern to the Public Health Service. Although the Committee found the reports submitted of interest, it is disappointed that it received no general recommendations and heard of no Service-wide plan for reexamining and improving communication practices particularly as they relate to informing physicians and other health personnel of research findings.

The Committee will therefore expect the Public Health Service to provide in its program plans for next fiscal year specific proposals for dealing with communication in the health sciences along the lines laid out by the National Institute of Health in its report. In addition the Committee will expect the Surgeon General to describe in specific terms the steps he has taken to achieve unified and effective handling of communication activities in the Public Health Service.

#### SUPPORT OF RESEARCH

The recommended appropriations include a total of \$489.8 million for research grants which is \$17.9 million over the President's budget but \$17.6 million less than the revised projection submitted to the Committee by NIH. The increase reflects the Committee's intent to provide sufficient funds to meet the backlog of meritorious and potentially productive grant applications which will have been approved this year but, with the limited funds available, will remain unpaid as well as some part of the estimates of the official and private witnesses of the prospective level of new extramural research opportunities which will merit support during the coming fiscal year. The Committee felt that the allowance of this important item in the President's budget fell seriously short of the need and opportunity for support of productive research and it therefore examined with particular care the research programs in each of the Institute areas.

#### MANAGEMENT OF PROGRAMS

The Committee is well aware that the growth of Federal support of research through NIH programs has brought into being many complex and unprecedented problems in the relationship of Federal agencies to non-Federal institutions. These problems have imposed a great obligation on those responsible for the administration of NIH programs to maintain a wise regard for the public interest in the expenditure of Federal funds.

In the view of the Committee, concern for the public interest involves a proper care for prudent and efficient expenditure of funds and careful attention to the effective achievement of the objectives on which the national interest is centered.

Throughout the course of the hearings the Committee has sought to assess how well these values have been maintained in the conduct of the NIH programs. In this respect the Committee believes it important to establish two major points:

1. Through an extraordinarily effective joining of public and private effort, supported by the actions of the Congress, there has been brought into being in this country a vigorous scientific effort directed to the solution of major disease and health problems which—in terms

of its excellence, productivity and contribution to national well-being—is second to none in the world. This is an achievement whose real significance to our nation, its citizens, and our relations with the rest of the world goes far beyond our accomplishments in the atomic and space fields. The historic development of this nation may well be profoundly affected by the scientific findings that will emerge from this great endeavor.

2. This great scientific effort involves nearly all the universities, educational and research institutions in this country as well as many in foreign countries. Its development has taken place in a framework which has relied heavily on the responsibility and high sense of integrity of these institutions and has sought to preserve the independence and freedom of action of the scientific and academic community so essential to productive scientific effort. Maintaining a wise balance between the proper utilization of Federal controls and the need to support and extend institutional responsibility has presented a most difficult and complex set of problems. It is obvious that in these circumstances administrative difficulties and differences of opinion will occur and they have. It is, however, overwhelmingly evident that the NIH programs have been directed in a perceptive and far-sighted manner which has upheld the best traditions of our democratic government and provided a sound base for the continuing friendly and cooperative relationships between the Federal government and the scientific community.

In the light of these two circumstances, the Committee is convinced of the wisdom of enlarging support for the national programs encompassed within these appropriations. The Committee will continue its diligent concern with both the effectiveness and prudence with which these programs are administered.

#### NEW PROGRAMS

The Committee has closely watched the development of the new programs launched by the NIH in recent years.

The *Clinical Research Centers* program, now in its third year, is effectively broadening the scope of medical research by enabling teams of scientists representing different disciplines to conduct research in a clinical setting. The General Clinical Research Centers are proving particularly adaptable to a wide range of clinical problems while the Categorical Clinical Research Centers are greatly strengthening research in a number of specific disease areas.

The *Primate Centers*, of which the first will be in full operation in May, will provide unique opportunities for a valuable type of research for which this country has very few facilities.

The *Special Resource Centers* program, which is being launched this year, is designed to meet long-term needs for the highly specialized facilities and complex instrumentation required by modern medical research.

The *General Research Support Grants*, of which the first were made for the current calendar year, are specifically intended to provide the professional schools and certain other institutions with a limited amount of flexible funds to support such research or research training activities, and in such manner as they believe essential to the effective advancement of their entire institutional program.

The *Research Career Awards*, although an element of the training-grant rather than the research-grant program, also reflects the broader and longer-term approach of NIH to its support activities.

Although the Committee is heartened by the progress and good reception of these new programs, it is, of course, too early to assess their impact or estimate their future needs. The Committee would, however, like to appraise these programs next year and consider what budget levels will be most appropriate for them in the immediate future. The Committee therefore requests NIH to prepare a comprehensive analysis of the institution-oriented programs describing their development and progress, any modifications in the program that may seem desirable, their expected future development and a 5-year projection of budget needs. This report should be available by the beginning of December so that there will be time for its careful consideration by the Committee and for any supplementary staff inquiries before the beginning of the next session of the Congress.

#### APPROPRIATION STRUCTURE

A rather significant amount of the funds included in the National Institutes of Health budget is actually transferred each year to the Bureau of State Services to finance programs administered by it. It appears to the Committee that it would be more orderly and business like to have the funds budgeted in the appropriations for the organizational units administering the programs. The Committee will expect that the budget for 1964 be prepared on this basis.

It is also the desire of the Committee that the Division of Biologics Standards be budgeted as a separate item. It is now included, with the Division of General Medical Sciences, under the appropriation "General research and services." The basic responsibilities and mission of these two divisions are quite dissimilar.

*General research and services.*—The bill includes \$155,826,000, an increase of \$8,000,000 over the amount requested, and \$28,189,000 more than the amount appropriated for 1962. This appropriation supports the activities of the Division of General Medical Sciences and the Division of Biologics Standards.

The Committee has been impressed by the solid growth during the past year of the programs of the Division of General Medical Sciences. The Division is the principal unit of NIH for grant support of research and research training in the fundamental medical and biological sciences that are a necessary underpinning of all the categorical programs and that can be developed to advantage within a single administrative framework. The success of the Division in aiding the development of research and training in the basic biomedical sciences, bringing them even more prominently into the forefront of the battle against disease, has encouraged the Committee to expand these programs again this year.

The Division reports substantial programs in such critical areas as genetics, cell biology, embryology, biochemistry, endocrinology, and studies of the processes of aging. During the past year greater emphasis was given to the fields of anesthesiology, biophysics, and biomedical engineering, and some expansion in the basic behavioral sciences was begun. At present the Division is supporting more than 1,500 separate research grants, and its research training and fellowship programs are aiding in the support of 6,000 developing scientists.

That part of the program that has been aimed at the early exposure of the specially talented medical student to research has been a particularly effective recruitment device, introducing an increasing number of medically-oriented students to the broad research opportunities in the field. Funds are provided to begin a program that will utilize the resources of specially selected medical schools in the development of broadly trained scientists in limited numbers in parallel with their more immediate task, the production of physicians.

In addition, the Division administers the General Clinical Research Centers Program. This program, now in its third year, has had a profound effect on clinical research across the Nation. It provides funds for the establishment and maintenance of discrete research units of from 8 to 30 hospital beds. With such units it is now possible to explore some of the complex problems of serious disease that cannot be effectively studied in the conventional hospital setting. Last year the number of centers grew from 19 to 40, and several already have reported findings of significance to the medical community.

During the past year the Division of General Medical Sciences was also given administrative responsibility for the new General Research Support Grant Program. These formula grants provide limited funds to research institutions for the general support of their research and research training activities. In January 1962 the first grants, totaling \$20,000,000, were made to 153 schools of medicine, dentistry, osteopathy, and public health.

The Division of Biologics Standards is charged with Federal responsibility for insuring the safety, purity, and potency of all biological products used in the prevention and cure of human disease. These include vaccines, antitoxins, therapeutic serums, and human blood and its derivatives. Thus the Division's program affects the well-being of every American family.

The testing of representative samples of biologic products requires the skills of specially trained professional personnel who each year carry out tests ranging from relatively simple sterility tests to complex and costly potency determinations and safety tests on more than 5,000 individual lots of these products. To assure that each licensed product is consistently of acceptable and uniform potency, DBS must also develop standard physical reference preparations. Seventy-three such preparations are now maintained, and close to 4,000 vials are distributed annually to the research and control laboratories of licensed manufacturers, health departments, and universities here and abroad.

The Division's international leadership in biologics control is illustrated by the fact that during 1961 more than 150 scientists from abroad spent from one day to several months in the Division's laboratories studying its testing and control methods.

The Committee realizes that, with the increasingly rapid development of new immunizing agents, the Division must augment its research facilities to develop new criteria for standards of safety, purity, and potency. For example, 18 months ago it was thought remotely possible that an immunization against measles might be developed by 1963 or 1964. Today three methods of measles immunization are being developed—a live virus vaccine to be used with gamma globulin, a live virus vaccine to be used without gamma globulin, and an inactivated virus vaccine. Each type of vaccine presents unique problems requiring extensive investigative work. The Committee would like

to commend the Division for its leadership in sponsoring the accelerated progress in this area of research.

Even with well-established biologic products, technical difficulties may result from new scientific knowledge. During the past year, when it was found that the recently discovered monkey virus, SV-40, was a contaminant of certain lots of Salk poliomyelitis vaccine, the Division's ability to mount a large-scale testing program for this agent long before any manufacturer could do so made possible the continuing flow of vaccine to physicians during the summer. Since May 1961 no vaccine has been released by DBS unless it was known to be free of SV-40.

Flexibility in coping with unanticipated problems is fundamental to the operation of the Division. During the past year, on the basis of findings uncovered during routine inspection, Division scientists conducted an extensive investigation of the updating of human blood for transfusions, and the processing and shipment of blood plasma by an unlicensed establishment. The Committee is pleased to report that prompt and effective action was taken to stop these practices since such violations present a definite hazard to the public.

Extensive developmental research by the Division during the past two years on live polio virus vaccine culminated in 1961 in the establishment of standards governing production, testing and the licensing of Types 1 and 2. Problems which have so far delayed the licensing of Type 3 are now at the point of resolution.

The increasing demand by the medical profession for multiple antigens to immunize simultaneously against several diseases will call for extensive investigative studies, since preparation of such products is a complex process. In 1961 a DBS study on the stability of a quadruple antigen vaccine (containing diphtheria and tetanus toxoids and pertussis and poliomyelitis vaccines) revealed a significant decrease in the potency of the pertussis component during the prescribed dating period. As a result, the dating period was shortened and potency requirement of the pertussis component was increased.

In view of the 70,000 cases of hepatitis that occurred in this country in 1961, the Committee is encouraged to note reports of the isolation of a causative agent by several investigators, including a DBS scientist. The probable development of an immunizing agent against hepatitis will mean increased responsibility for the Division, since the nature of the disease and its high infectivity will undoubtedly pose vaccine problems as complex as those encountered with polio vaccine. These developments bring into sharp focus the Division's important and effective role in the rapidly expanding field of viral research.

*National Cancer Institute.*—The Bill includes \$150,409,000, an increase of \$11,300,000 over the amount requested, and \$7,573,000 more than the amount appropriated for 1962.

The Committee is pleased to join with others in observing the 25th anniversary of the establishment of the National Cancer Institute by taking note of the progress which has been made during this period in cancer research.

The pattern established by the Institute for large-scale study of cancer chemotherapy of man is being extended into the areas of combination therapy, radiotherapy, and virus-cancer studies.

The Committee continues to be interested in the problem of early diagnosis of cancer and emphasizes again that this area should be stressed. It was encouraging to learn that the Institute is changing

its direction in diagnostic research so as to overcome some of the barriers to research progress. A number of specially selected clinical laboratories in hospitals and other medical institutions will be strengthened scientifically so as to permit them to make a more important contribution in the translation of the findings of basic research into practical tests which can be used with a high degree of precision on large groups of patients.

The participation of clinical laboratories in the field of radiology will be an important aspect of this effort, since X-ray continues to be one of the major tools for the detection of cancer. It is believed that a great deal can be accomplished in extending the benefits of diagnostic X-ray by stimulating research and research training in this area. Early detection of breast cancer may be assisted through the further development of a new soft tissue technique using X-ray pictures of the breast.

The Committee was happy to learn that the program for training cytotechnicians is being accelerated as more institutions are prepared to provide this specialized instruction. Cytologic test for uterine cervical cancer should be a routine part of every woman's medical examination, but this goal cannot be achieved until more cytotechnicians become available to read test slides.

This is only an example of the importance of training as a facet of the over-all effort against cancer. The committee is concerned that long-range training objectives be set to meet the need for increasing the pool of trained manpower, both for cancer research and control.

Progress in virus-cancer research during the year in both the intramural and extramural areas has been substantial. An important event was the development by scientists in the Laboratory of Viral Oncology of a comparatively simple technique for extracting essentially pure virus from the bloods of leukemic rats. This technique is being employed on blood specimens from leukemia patients, but it is still too early to judge the results. Essential materials for scientists working in the virus-cancer field are being produced under contract and will be distributed by the Virology Research Resources Branch. The Committee urges that virus-cancer research be moved forward as expeditiously as possible.

The Committee was encouraged to hear that some of the cooperative studies in chemotherapy are yielding important new knowledge about the usefulness of drugs against cancer. A new drug, 2-alpha-methyl-dihydrotestosterone propionate, has been developed for the treatment of advanced breast cancer. This compound has virtually the same anticancer activity as a standard older drug, but has much less masculinizing effect.

Another new drug, known as methyl-GAG, has induced remissions in 9 of 13 acute myelocytic leukemia patients. Without treatment, half of all such patients die in 2 to 3 months. Though the average remission induced to date by methyl-GAG has been 10 months in adults, more time will have to pass before an impression of the efficacy of this new drug can be obtained.

The Institute's new program of radiation therapy research and training is under way with the award of several large research and training grants. This program is designed to encourage basic and clinical research and to support the training of urgently needed professional and technical radiotherapy personnel.

A new Carcinogenesis Studies Branch has been established in the Institute. This Branch will carry forward and expand the research conducted by the Institute for many years to identify cancer-causing agents in the environment of our increasingly urbanized and industrialized society.

The Committee was gratified to learn that the appropriation increase voted by Congress last year has made it possible to make funds available for each State to staff at least a minimum cancer control program. More than 60 percent of these funds is being used for clinical and case-finding activities and other local health services.

The progress that the Institute has made through the years is heartening. Its early studies were primarily made in the laboratory to gain knowledge of how cancer originates, how it progresses, and how it affects the organism it attacks. The Committee was glad to hear that, though this type of basic research continues to be extremely important, knowledge, techniques, and instruments are now at hand which will enable scientists to give increasing attention to the study of cancer in man. These are the studies that will eventually save the lives of thousands of Americans.

*Mental health activities.*—The Bill includes \$133,599,000, an increase of \$6,700,000 over the amount requested, and \$24,723,000 more than the amount appropriated for 1962.

The Committee has heard cogent testimony concerning the magnitude of the mental health problem. It is particularly impressed by the greatly increased public awareness, the ground swell of public opinion with respect to the need for positive action which has followed closely in the wake of the challenges posed in the final report of the Joint Commission on Mental Illness and Health. This report, made possibly by the action and support of the Congress, is a significant assessment of the problem and the critical need for a concerted national effort for its resolution.

In terms of the present, the Committee has been pleased with and impressed by testimony concerning the progress that has been made over the past decade in manpower training, in research, and in the application of research knowledge to the problems of mental health. The decrease for the sixth consecutive year in the number of patients in mental hospitals clearly illustrates such progress. And in terms of the future, the Committee is of the opinion that through the wisdom and foresight of the Congress, a solid groundwork has been laid on which to advance in a concerted national effort against mental illness as the leading public health problem in this country.

In the area of training, the Committee is particularly impressed with the continued need for the progressive expansion of programs which will assure an adequate manpower pool in the years ahead. From the extensive testimony of official and private witnesses, the Committee is convinced that the increase of \$10 million requested in the budget for service training falls far short of meeting the needs for the training of the broad array of mental health personnel required to provide adequate care to the mentally ill. Existing manpower shortages are so severe that all possible avenues of training should be pursued to relieve this critical situation.

In the area of research training, the Committee cannot reconcile the absence of funds for expansion in the budget request with the critical shortages of research manpower in the mental health field. Continued



progress toward a scientific understanding of human behavior, and of the complex factors affecting mental health and mental illness. is dependent on the sustained and long-term expansion of the research manpower pool. Mental health research is characterized by diversity. Its problems must be approached through both basic and applied research and their ultimate resolution requires a wide range of scientific talent embracing both the health sciences and the behavioral and social sciences.

The Committee continues to view the shortage of manpower as the greatest single barrier to continued progress in the mental health field. It has, therefore, recommended increases for expansion and extension of training programs for both professional and technical service personnel and for research personnel.

The Committee wishes to commend the activities of the State governments and particularly the efforts of the Governors of the several States in their recent special conference on mental health. The Committee is particularly encouraged by their pledge for a greater State effort and their acceptance of the need for Federal-State cooperation in the development of action programs on a broad comprehensive base.

The Committee is particularly impressed by testimony concerning the need for the establishment of a national clearinghouse for the more rapid and effective communication of mental health information. In its report last year, the Committee emphasized its interest in the more rapid and effective dissemination of information, in order to shorten the gap between research findings and new developments and their practical application. The Committee is pleased that the Institute has made progress in the development of plans for such a program and hopes that such efforts will be further accelerated in 1963.

While the Committee is pleased with the progress that has been made in mental health research, it clearly recognizes that the ultimate solution to the complex problems in this field must be approached on a long-term basis. The Joint Commission report has emphasized the enormous research lag in the study of human behavior and the need for expanded Federal support on a broad base.

The Committee recognizes that greater emphasis must be provided to basic research, yet appropriate balance must be maintained with respect to applied research. It will be expected that continued and additional attention be given to such important problems as juvenile delinquency, drug addiction, and alcoholism, as well as in those mental disturbances that are characterized by psychosis such as schizophrenia. The Committee is convinced that the ultimate objective of prevention of mental illness can only be approached through a diversified and multidisciplinary research effort, including a wide range of basic and applied behavioral science research. It has recommended funds for expansion and acceleration of such research efforts in 1963.

As in previous years, the Committee has given careful attention both to the testimony and to the special reports it requested on mental retardation. This problem, which has such unfortunate social and economic aspects and tragic personal impact, is an area of continuing and special concern to the Committee. Just seven or eight years ago there was very little research on mental retardation; its prevention or modification was regarded as impossible and the general attitude within the medical community and amongst the general

public was defeatist. This Committee initiated a broad program aimed at an alleviation of this problem in the mid-fifties consisting of support of research, training and demonstrations, and has progressively increased funds available to the program as it was demonstrated that these could be utilized effectively.

In recent years the Committee has been heartened by evidence of progress but the level of activity continues to be far from satisfactory and very far short of that which might be considered to be reasonable considering the importance of the problem. Nonetheless, it is most encouraging that there is now a general appreciation that mental retardation is a very complex but not a hopeless problem; that there are now convincing indications that the causes of mental retardation can, in time, be identified, and that we may ultimately look forward to the development of preventive measures. The contributions of basic biological research to the growing understanding of mental retardation have been particularly impressive—it appears that this condition may be due to a number of specific causes including genetic factors, endocrine disturbances, and metabolic phenomena as well as viral infections during pregnancy, and trauma during childbirth.

The expansion of programs related to mental retardation by the National Institute of Mental Health (and, in certain areas, by the National Institute of Neurological Diseases and Blindness) are welcomed by the Committee. It believes, however, that more could be done in research, in research training, and in community services. The Committee will watch developments related to mental retardation with special interest, and will expect a review of progress to date and a projection of program needs at next year's hearings.

In 1958, this committee initiated a new program for the psychiatric training of general practitioners. Over the past four years, this program has caught fire across the country and it has the potential of significantly reducing our present personnel shortages in the field of mental health.

However, funds for this program fall far short of demonstrated demand. For example, during the current fiscal year the Institute can only support about 300 family physicians who have qualified to take the full three-year residency course leading to certification as psychiatrists. Despite the fact that training institutions are screening out as many as nine out of every ten applicants, the Institute will still be unable this year to support the training of several hundred approved applications received from highly qualified family physicians and specialists.

The Institute is also falling far behind the tremendous demand for short-term graduate courses for family physicians who wish to increase their psychiatric skills while continuing as family doctors. At the present time, this program reaches approximately 1,500 family doctors; the committee received voluminous testimony to the effect that at least 15,000 family doctors are seeking this type of education.

Some expansion of this program will be expected as a result of the increase allowed.

It has been a year since the issuance of the final report of the Joint Commission on Mental Illness and Health. The Committee was disappointed that the budget did not include any plans for implementing the Report. All of the expert witnesses in this field, both from the Public Health Service and from outside the Federal

Government, agreed that this is an excellent report. The Committee feels that the Executive Branch has been remiss in its duties in not yet having a plan for implementation before the Congress. While convincing evidence was presented with regard to implementing certain recommendations, such as the matching planning grants to the states for the development of comprehensive mental health plans, the Committee hesitates in directing the Institute to start any particular phase until a complete integrated program is presented. This is long overdue.

*National Heart Institute.*—The Bill includes \$143,398,000, an increase of \$16,500,000 over the amount requested, and \$10,486,000 more than the amount appropriated for 1962.

The Committee received considerable evidence that material progress was made during the year against heart disease, which causes over 54 percent of all deaths in this country.

Basic knowledge and findings of clinical value were reported in the field of atherosclerosis, which leads to most coronary heart attacks. From epidemiologic studies, there was information that may eventually enable physicians to identify, with fair reliability, individuals susceptible to coronary heart disease prior to appearance of overt symptoms. This "coronary risk profile" reveals the association of heart disease with such factors as elevated serum cholesterol levels, elevated blood pressure, and enlarged left ventricles. A combination of such factors increases the risk of having coronary disease by about seven times.

A growing body of evidence on the influence of fats in the diet on blood cholesterol has stimulated tremendous interest in the role of fats in atherosclerosis. Much more data is necessary, however, before definitive conclusions can be drawn. For example, a long-term study of large population samples may be required fully to elucidate relationships between diet and heart disease. Such a study itself requires a base of new knowledge, and investigations to determine the feasibility of a large-scale experiment are necessary. The Committee considers the whole area of diet and heart disease one of prime importance and expects it to be given careful attention in order to clarify the present state of knowledge and to develop conclusive scientific information in this field. Meanwhile, strong research attention should continue to be given to such other suspected factors as genetics, stress, and hormonal influences.

It has been called to the attention of the Committee that the present and developing attitudes of the American people to the hazards of animal fats in the diet are based more on hypothesis than on sound and uncontrovertible scientific evidence. The Committee is also aware of the difficulty of finding a solid answer to the question through controlled studies in limited segments of the American population. The special difficulties of the problem and the need to undertake careful studies of different population groups with different genetic backgrounds and with different nutritional and cultural characteristics would appear to make this area particularly suitable for a broad collaborative effort of an international nature. Past reports on so-called geographic pathology and its relation to heart disease have not led to the development of the studies that would appear to be desirable and the Committee urges more vigorous action in this area.

The Committee was encouraged to learn that further progress has been made in developing and applying surgical measures to the pre-

vention and treatment of strokes and in the development of knowledge concerning anticoagulants. Anticoagulant therapy has already proved useful in helping to reduce the risk of heart attacks and the severity of heart muscle damage. New findings show that these drugs may enhance the clot-dissolving action of fibrinolytic agents as well as preventing blood clot formation.

Research on a cholesterol-lowering drug has yielded information concerning the metabolism of desmosterol which was found to be similar to cholesterol in its action in the body. Other research revealed the probable sequence of steps involved in cholesterol synthesis—a finding of vital importance in studies of certain drugs that lower blood cholesterol levels.

In the field of hypertension, new compounds for lowering and controlling blood pressure continue to be studied. Norepinephrine is of particular interest because it appears to be the key to the action of many drugs currently used to treat hypertension. A new drug, alphamethyl-DOPA, which apparently acts by blocking the storage sites of norepinephrine at nerve terminals, has continued to show promise and may be a valuable new addition. The Committee is interested to note that this drug will shortly be available for commercial distribution and is particularly heartened by the effective interplay between Institute and industrial scientists that have made this advance so quickly available.

Another group of drugs that lower blood pressure are inhibitors of monoamine oxidase, an enzyme that inactivates norepinephrine and other amines. One of these, MO-911, appears to combine high potency as a hypotensive agent with low toxicity. There was also continued improvement in the past year in techniques for recognizing the kind of high blood pressure arising from narrowing of the arteries supplying the kidneys. Such conditions can now often be cured by surgery on the involved arteries.

A program for establishing research centers to focus multidisciplinary facilities and skills upon clinical and basic problems was developed during the year. The Committee commends the Institute for its care in the selection of sites for the Centers coming into being. Such resources have great potentiality and should be further developed as part of a comprehensive research attack. Although each of these Centers is a costly undertaking, if carefully developed they will permit a type of research activity that is essential to the application of the basic findings to the disease situation in man.

Good progress was reported in the primate research center program which will provide another strong resource for cardiovascular and other kinds of medical research. Projects in biomedical engineering and communications related to cardiovascular research also received considerable support.

Aid to community health services was strengthened during the year by programs in the field of strokes and rheumatic fever prevention and such new activities as the use of electronics to aid in gathering and interpreting diagnostic data. Activities to improve the availability and quality of community services and heart disease control measures are now an important complement to other programs funded by the heart appropriation.

Fellowships and training grants in the cardiovascular field face growing demands both for increased support of promising individuals

and for institutional programs. Although research itself can still be accelerated somewhat with the present flow of skilled manpower from the schools, some types of personnel, such as epidemiologists, are in short supply. It seems clear to the Committee that careful consideration must be given to appropriate expansion and improvement of training opportunities and research career development.

*National Institute of Dental Research.*—The Bill includes \$19,199,000, an increase of \$2,000,000 over the amount requested and \$1,859,000 more than the amount appropriated for 1962.

The oral health needs of the Nation continue to present a growing challenge to the dental profession, and the resolution of these problems will depend increasingly on the development of means for prevention and treatment of oral diseases. The Committee is confident that research activities at the Dental Institute are advancing toward this goal. Important gains continue to be made through both the intramural and extramural programs.

It is gratifying to report that the completion and occupancy of the new dental laboratory facilities at NIH this year have permitted the consolidation of resources under one roof and the expansion of professional staff and investigative programs in both the clinical and basic science areas. Paralleling the progress in direct research has been the continuous provision of grant support resulting in an increase in productive dental research activities of the Nation's dental schools, universities, hospitals, laboratories, and other public and private institutions. Areas receiving particular attention are congenital defects, such as cleft lip and palate, periodontal disease and dental decay, and the behavioral sciences as related to public acceptance of various dental health procedures.

Institute studies in the field of oral microbiology have shown not only that dental decay may be a bacterial disease, but that it is transmissible and causally related to specific micro-organisms in two animal species. Dental scientists feel that it is premature at this time to apply these findings to man, but increasing efforts are being directed toward clinical evaluations of this new concept of dental decay.

In research on periodontal disease (of the gums and tooth supporting structure), scientists are using the newer techniques of germfree study, electron diffraction, and X-ray and electron microscopy to gain a better understanding of calculus formation. This knowledge may ultimately lead to the elimination or control of this major contributor to periodontal disorders. Related epidemiologic studies have also contributed important information on the patterns of periodontal disease and dental decay in various ethnic groups in foreign countries and selected populations in the United States.

The Committee was pleased to learn that the Institute is seeking to establish a research potential capable of dealing with the broad aspects of dentally-related abnormalities. From these studies a considerable store of new information has already been obtained on such anomalies as malformed teeth, disturbed dental eruption, cleft lips and palates, and various diseases of the oral soft tissues. While defective genetic composition is important in the development of cleft palate and harelip, it has become increasingly apparent to dental scientists that various nonhereditary factors are also involved. Lack of oxygen, nutritional deficiency, and endocrine changes may adversely effect the prenatal development of the mouth and other structures.

Because of the great diversity of professional interest involved in these and related studies, there is a recognized need for the support of broad basic laboratory and clinical research. The effective pursuit of these activities will depend in large measure on the provision of adequate research facilities and qualified scientific manpower. Although a beginning has been made in this important area of research, the Committee believes that still more should be done to accelerate the total scientific effort.

The Committee recognizes the severity of the growing dental manpower shortage and the increasingly acute need for dental researchers and teachers. Accordingly, the Committee has provided additional funds for expanding the training grant program and the program for training dental students in the use of dental assistants. The former program will provide assistance in strengthening dental research and education, and the latter program will increase the productivity of dentists, and, in effect, extend the availability of professional dental care and treatment.

*Arthritis and metabolic disease activities.*—The Bill includes \$98,721,000, an increase of \$6,800,000 over the amount requested, and \$16,890,000 more than the amount appropriated for 1962.

Although the National Institute of Arthritis and Metabolic Diseases was originally created for the study of arthritic disorders and metabolic diseases, such as diabetes, it currently supports research in a wide variety of human ills. These include diseases of the gastrointestinal tract, of blood and bone, and a host of metabolic and inherited disorders.

The Committee has been greatly impressed by the exciting work done by Institute scientists on the so-called "genetic code." The partial breaking of this code, which involves the chemistry of heredity, is already considered a classic piece of work by scientists throughout the world. This development is the beginning of a new line of research which holds the promise that, at some time in the future, it may be possible to alter the influence of heredity and, conceivably, to alter susceptibility to disease as well as to control inherited diseases.

The genetic code work belongs to an important new field of science, molecular biology, which deals with the submicroscopic structure, basic chemical reactions, and physical functions of living matter on a molecular scale. The Committee was pleased to learn that research efforts are being steadily strengthened in this field, both extramurally and by the activities of the Institute's new Laboratory of Molecular Biology, where the investigations leading to the breaking of the genetic code took place.

The Committee was also much interested in a report on the discovery of seven different types of human blood platelets. This discovery explains the occurrence of some serious reactions to blood transfusions—due to the infusion of mis-matched platelets—and will aid physicians in treating individuals who have certain bleeding diseases requiring frequent platelet transfusions.

The Committee was surprised to find that there is such a dearth of research in the field of hemophilia. This is certainly not in keeping with the magnitude of the problem. The Committee will expect that a portion of the increase be utilized to strengthen this research.

Slow but steady progress continues to be made toward finding the basic cause of rheumatoid arthritis. It appears likely that immuno-

logic reactions are an important factor in the disease and that susceptible individuals may develop this form of arthritis because they are hypersensitive to some as yet unknown agent. One of the blood-testing methods for rheumatoid arthritis has been found useful in indicating what course the disease may follow in future years and may thus aid the physician in selecting the best form of treatment and determining the chances of remission.

A continuing study of osteoporosis (the loss of calcium from bone) at the Institute has underscored the vital need for an adequate amount of calcium in the diet, especially to protect the skeleton of arthritic patients who are being treated with corticosteroid drugs like cortisone. Osteoporosis affects 30 percent of older women who are seen by physicians. Institute scientists and grantees have also made important contributions to the understanding of gout and its successful treatment and prevention. As a result of the development of new drugs and better forms of treatment, this disorder has now become one of the best controlled of all arthritic diseases.

Oral drugs have freed approximately 40 percent of all diabetics from their reliance on insulin injections. Most encouraging was the successful use of combinations of these drugs in diabetics who did not respond to any drug given alone. The combinations are extremely valuable in that they are apparently additive with respect to their desirable actions but not with respect to their untoward side effects.

In order to assist diabetes research in general, the Institute is supporting the establishment of a new ultra-modern data storage and retrieval system for diabetes research information and literature. The new system combines facilities for collecting and abstracting all scientific data on diabetes published anywhere, their translation, if necessary, and their coding and incorporation into a storage and retrieval system. The Committee commends the Institute for taking a positive interest and practical action in support of a new development in the area of scientific communication.

The Committee feels that studies of peptic ulcer and the other diseases which affect the digestive system are of major importance and hopes that the increased support which the Institute is giving in this area will be fruitful. One reported advance relates to an occasional disabling complication of certain types of surgery for peptic ulcer. A preoperative test which makes it possible to predict whether or not a given patient is apt to have any serious problem after gastric surgery, and what specific types of surgical operation is best suited to the patient, has been developed by Institute grantees.

Research on the numerous diseases of the skin is progressing. It is apparent, however, that before the control of specific skin diseases becomes a reality, much additional basic work needs to be done by well-trained investigators. The Committee will expect the Institute to undertake more vigorous programs in this area.

The Committee was distressed to hear that more than 300 highly qualified young scientists and physicians could have been added to existing training programs if training grant funds had been sufficient. For this same reason several much-needed training programs could not be initiated. The Committee believes that an adequately trained manpower pool is one of the most critical factors in medical progress and that strong training programs are needed—not only to attract high-quality candidates, but also to develop in them the skills of both

the competent clinical investigator and the astute laboratory scientist. The Committee has, therefore, included a substantial increase in training funds in the Institute's appropriation.

The international nutrition studies continue to be rewarding both in terms of scientific progress and of the goodwill engendered for the United States by the efforts of its scientists to bring improved nutrition to developing countries. Collaborative epidemiologic studies to determine what part heredity and geography play in various diseases may ultimately explain why some persons develop diseases while others do not. The Committee feels that such cooperative international studies may well lead to important discoveries directly applicable to health problems in this country, and believes that such projects should be encouraged.

*Allergy and infectious disease activities.*—The Bill includes \$62,-142,000, an increase of \$2,800,000 over the amount requested and \$6,051,000 more than amount appropriated for 1962.

The Committee is glad to see that the National Institute of Allergy and Infectious Diseases is taking the initiative in developing respiratory disease vaccines. The new national Vaccine Development Program is appropriately centered in this Institute, which has played a large role in identifying and propagating viruses responsible for most of the serious respiratory illnesses, including atypical pneumonias. It is time that the cumulative knowledge of years of research be applied in prevention of these infections which are an important cause of disability and death and cost this Nation about \$5 billion annually.

The Committee recognizes the wisdom of marshalling industrial and academic as well as government medical resources in this enterprise. There is hope that the new Vaccine Development Program described to the Committee this year will lead to effective multi-viral vaccines becoming available within the next five or ten years to protect against certain respiratory diseases.

It is also notable that the Viral Reference Reagent Program, established by the Institute as a service to grant supported virologists, will soon begin to provide reliable virus reference reagents comparable in potency and other properties for use as standard references by medical scientists. The new program of standardization, production, and distribution should contribute substantially to research in virology and eventually to improved diagnosis and treatment of the viral diseases.

During the past years the Committee has been particularly apprehensive about the spread of antibiotic-resistant staphylococcal infections. Progress in this area of research now appears to be substantial. Methods of sterilization in hospitals, including a system of hexachlorophene washing of infants, which virtually eliminated staphylococcal infections in the nursery at the Yale-New Haven Medical Center, and other studies of this type, have led to new and better methods of hospital control.

Clinicians of the National Institute of Allergy and Infectious Diseases have continued their successful testing of dimethoxyphenyl penicillin and other new drugs developed by the pharmaceutical industry which appear to bring marked improvement or outright cure of infections resistant to ordinary penicillin. If initial success is borne out in long-term clinical studies, these drugs should prove a particular



boon to children afflicted with cystic fibrosis. Pulmonary infections with staphylococcus are a frequent cause of death in these patients.

Parasitic infections, including those commonly referred to as "tropical diseases," exact tribute from world commerce and cripple or kill millions of people throughout the world. The Committee believes that one of the freedoms the United States should continue to export is freedom from enslavement by disease. The National Institute of Allergy and Infectious Diseases is one of the world centers for research on malaria, schistosomiasis, and other major scourges of mankind. Recent work by this Institute on monkey malaria, carried out in Malaya, is particularly interesting and may be significant in worldwide malaria eradication concepts. The new and reliable fluorescent test for the detection of malaria antibodies, which was developed by the Institute, is another mark of progress. Investigations by Institute scientists and grantees also are directed toward control and treatment of schistosomiasis. This snail-borne disease afflicts an estimated 150 million people in many regions of the world, including territories of the United States.

In the field of allergy-immunology, the emphasis of Institute studies is on the basic mechanisms of the little-understood allergic diseases. The "autoimmune" diseases, believed to occur when an individual reacts against some substance within his own body as though the material were foreign, constitute one of the most puzzling groups. Here Institute work with inbred and immunologically similar guinea pigs seems particularly hopeful in the search for an understanding of human allergic thyroiditis, rheumatoid arthritis, and other diseases which may have an autoimmune basis.

*Neurology and Blindness Activities.*—The Bill includes \$77,506,000, an increase of \$6,300,000 over the amount requested, and \$6,694,000 more than the amount appropriated for 1962.

The Committee was impressed by two significant Institute accomplishments which will speed the attack on neurologic and sensory disorders. First, a substantial body of trained scientists is now becoming available. Second, a program of professional and technical assistance, initiated this past year, assures ready access of scientific findings to the practitioner.

The great lack of trained specialists in neurology has been a major problem which the Institute has been helping to overcome during its first decade by supporting advanced training for some 300 neurologists. The training program has also made significant increases in the number of teacher-investigators in ophthalmology and otolaryngology.

Promising as the growth of medical manpower in teaching and research careers has been since training-grant support began, it is far short of actual needs in the neurological sciences. The Committee is convinced that the over-all training program should be carefully strengthened so, that the necessary clinical advances to help the neurologically disabled may proceed. However, the Committee is concerned lest the training program become too preoccupied with the problem of shortages in such medical specialties to the disadvantage of programs devoted primarily to the production of research personnel. If a shortage of medical specialists can be demonstrated to be of sufficient national significance to warrant direct Federal action (as is clearly the case in the mental health field), this should be pre-

sented to the Congress in a well documented fashion together with recommendations for action.

The professional and technical assistance program which has been initiated is an important step toward increasing the potential for direct help to people suffering from neurological and sensory disorders. One aspect of the program is to improve techniques by which the latest scientific information may be provided to practitioners at the community level.

The Committee believes that the expansion of the Institute's training program activity, for which additional funds are being provided, should include training for professional and technical assistance.

The past year has reinforced hopes of an eventual research breakthrough in multiple sclerosis. Although the cause of this tragic disorder remains unknown, research continues to uncover valuable clues. The peculiar geographic distribution of the disease increasingly suggests that its cause may lie in an infectious agent of long latency. Evidence to support this theory is growing, based on observations of diseases in animals which are strikingly similar to multiple sclerosis. The Committee was encouraged to learn of plans for four research centers which will be specifically directed toward detecting any viral or infectious agents responsible for multiple sclerosis and certain other chronic diseases of the nervous system.

Greater emphasis will also be given to the investigation of another highly suspicious factor which may be causing multiple sclerosis: auto-immunization, or a sensitivity to certain substances normally occurring in particular brain tissue.

Reports of worthwhile research in speech and hearing are especially welcomed by the Committee, which has been disturbed by the lag in research effort in these important areas. On the basis of research findings, and advice from the leading specialists in this field, who came before this Committee, there appears to be a definite need for earlier screening and detection of hearing disorders in children. Many children previously considered mentally retarded or aphasic have been found to be suffering primarily from hearing disorders, some of which can be corrected.

Many people, including Helen Keller, have stated that deafness is a greater disability than blindness. Yet, for some mysterious reason it does not receive the attention that it obviously deserves. Research directed to the causes, prevention, and relief of the various types of deafness is the only means by which the ultimate solution can be reached.

While reliable figures on the magnitude of the problem of deafness are not in existence, it is estimated on the basis of the 30,000 enrolled in schools for the deaf that the number of severely deafened persons in the population is approximately 200,000. The number with hearing impairment sufficient to create a handicap varies with age and extends into the millions.

Mainly through the support of the National Institutes of Health, research has made some progress during the last few years but it has been much too slow. It will be expected that part of the increase provided in the bill will be used to strengthen this part of the research program.

The Institute's training programs for workers in speech and hearing are now yielding excellent results. A dynamic program for the

study of hearing and language disorders is envisaged in the university-based clinical research and training centers to be established during the next two years.

The Committee is also encouraged by the continuing improvements in the treatments for a number of chronic neurologic disorders. New anticoagulants have been found for use in cerebrovascular diseases. It seems likely that one of these may be effective in preventing clotting and that others may be suitable for dissolving large, hardened clots—neither has been safely possible in the past. A new drug which may prevent migraine headache is expected to be available to physicians soon. New and improved anticonvulsants have been added to the array of drugs for the treatment of epilepsy, some of which are helpful to patients who have not been aided by other medications.

Enthusiasm over the effectiveness of drug therapy must, of course, be tempered by the realization of the complexity of many neurologic disorders. For instance, the fact that some of these diseases are subject to spontaneous remissions impedes advances in drug evaluation. In an effort to surmount these and other obstacles to improved treatment, the Institute is sponsoring a special program for the evaluation of drug therapy.

Significant clues are emerging from the long-term Collaborative Perinatal Research Project, which has had the Committee's wholehearted support for over five years. Enrollment of mothers in the study reached 23,000 at the end of 1961.

Preliminary data analysis this year revealed outstanding, but still unexplained, variations in infant mortality and abnormalities among the participating institutions which require further investigation. Vaginal tract infections in the mother have been shown to have a major bearing on premature birth. The role of viruses in abnormal pregnancy outcome also appears significant. These very preliminary findings illustrate the kind of information which this long-range study may produce and which, the Committee hopes, will lead to measures that will prevent abnormal pregnancies.

The Committee is gratified by the growing body of information which the collaborating institutions are generating but is concerned over the fact that personnel limitations are hampering the interpretation of the available data. Inadequate salaries and unavailable space are impeding the recruitment of needed professional scientists.

Therefore the Committee would like a detailed report on the total perinatal project. The general import of the study to problems of neurological defects in developing children and to the broad problem of mental retardation warrants a careful review of progress. Such a review should clearly point up the deficiencies in the programs, if any, and suggest actions that this Committee can take to remedy them. The report should be submitted by December 1, 1962, so that it may be studied before next year's hearings begin.

The broad study of perinatal problems in humans is paralleled by studies on monkeys at laboratories in Puerto Rico so that clues may be investigated experimentally as quickly and thoroughly as possible in animals whose reproductive processes most closely resemble the human. For example, experimental studies with monkeys have shown that asphyxia (lack of oxygen) can cause cerebral palsy and mental retardation and that injection of sodium carbonate and glucose can reduce the degree of brain damage which suffocation causes.

The Committee received very encouraging testimony from both NIH witnesses and private witnesses on the advances made in research in the field of blindness. It is worthy of notice that while Federal expenditures in this area have gone up, there has also been a very substantial increase in private funds. The Committee wishes to reemphasize its interest in this part of the program. It will be expected that part of the increase provided will be utilized for this purpose.

The Committee is satisfied that some extraordinary progress has been made in neurological and sensory disorders during the first decade of the Institute's history, but much further knowledge is desperately needed to treat and cure the millions of people in this country who are handicapped by disorders of the brain and nervous system. Neurological research is necessarily a slow, complex process and every effort should be made to widen its scope to accelerate both the quest for basic knowledge and its clinical application.

*Grants for construction of health research facilities.*—The Bill includes \$50,000,000, the amount of the budget request, and \$20,000,000 more than was appropriated for 1962. The amount recommended in the bill is the maximum amount authorized to be appropriated. At the time of the hearings there were 172 applications on hand, totaling approximately \$45,000,000 that had been recommended for approval by the advisory council, for which funds are not now available. In addition 70 new and deferred applications in which over 48 million dollars are requested were awaiting review at the forthcoming April council meeting. Of course additional applications will be submitted yet this fiscal year and many more next fiscal year. It is therefore obvious that the amount carried in the bill will fall far short of meeting the need for assistance in the construction of health research facilities.

*Scientific activities overseas (special foreign currency program).*—The Bill includes \$2,800,000, the amount of the request, and \$6,200,000 less than the amount appropriated for 1962.

*National health statistics.*—The Bill includes \$5,150,000, a reduction of \$100,000 below the request, and \$508,000 more than the appropriation for 1962.

*Operations, National Library of Medicine.*—The Bill includes \$3,335,000, the amount of the request, and \$1,269,000 more than the amount appropriated for 1962. Since expenses formerly financed under other appropriations and being transferred to the Library in 1963 amount to \$912,000 the actual increase for the library on a comparable basis is \$357,000. These transfers are the Russian Scientific Translation Program previously financed under "General research and services, National Institutes of Health" and the Medical Literature Analysis and Retrieval System previously financed under the National Heart Institute. The bulk of the increase for 1963 is accountable to certain mandatory costs in connection with the maintenance and operation of the new building, and an increase of \$220,000 for improvement of the Medical Literature Analysis and Retrieval System. The Committee has on several occasions expressed grave concern over the lack of adequate communication of the results of medical research. Conventional systems for the organization, storage, retrieval, and dissemination of medical information are becoming increasingly strained and over-loaded. The constantly accelerating

pace of medical research and the resulting proliferation of publications, reporting the result of this research, make it difficult to cope with the problems of finding, correlating, and making accessible for use the new masses of data. The library has developed new programs which represents a step toward overcoming present inadequacies in the area of the Library's services. The Committee believes that full support for the library's serious attempt to improve these services will both contribute to the advancement of research and will save money in avoiding duplication of research simply because, through lack of communications, one scientist may not know what another scientist has already covered. As previously stated the Committee will expect the Public Health Services to develop specific proposals in the overall field of communication of bio-medical information.

*Retired pay of commissioned officers.*—Since expenses borne by this appropriation are entirely beyond administrative control, the Committee has again approved this as an indefinite appropriation. It is estimated that the total retirement payments in 1962 will be \$2,377,000 and the comparable figure in 1963 will be \$2,671,000.

*Salaries and expenses, Office of the Surgeon General.*—The Bill includes \$5,850,000, the amount of the request, and \$475,000 more than was appropriated for 1962. Taking comparative transfers into consideration, the amount recommended for 1963 is \$335,000 more than the amount available for comparable activities in 1962. The increases requested were all in areas such as personnel and financial management, where workload automatically increases as the Public Health Service programs expand.

During the hearings it was developed that the staff, expert in patent law, is far from sufficient to give proper attention to the patent problems that come up in connection with the medical research programs, in fact, it was testified that they have only one such expert on the payroll at the present time. While the Committee has not recommended an increase specifically for this, it will expect the Surgeon General to divert sufficient funds from other items budgeted for increases to hire two additional experts in this area.

#### SAINT ELIZABETHS HOSPITAL

*Salaries and expenses.*—The Bill includes \$6,332,000, an increase of \$358,000 over the request, and an increase of \$1,227,000 over the amount appropriated for 1962. Every survey that has ever been made of Saint Elizabeths Hospital has recommended substantial increases in operating personnel. Since the last thorough study which was made by a group of eminent experts in the field in 1958, appropriations have allowed for modest but steady increases in personnel. The Committee was disappointed that the budget presented for 1963 did very little more than provide for annualization of the increases allowed for 1962. This resulted from cuts made in the original budget prepared by St. Elizabeths Hospital, before the formal budget was presented to Congress. The action of the Committee will restore these cuts. This will still fall far short of the recommendations of the study group previously mentioned.

*Buildings and facilities.*—The Bill includes \$8,095,000, the amount of the request, and \$7,520,000 more than was appropriated for 1962.

The large item in the allowance for 1963 is \$6,735,000 to cover the cost of construction and equipment of a 450-bed rehabilitation center. Funds were appropriated last year for the plans and specifications for the facility. This is part of the Hospital's long range program for replacement of antiquated treatment buildings and will serve as a replacement for the Garfield Building, West Lodge Building, and a portion of the west wing of the Center Building. These obsolete structures were built in 1872, 1856, and 1853 respectively.

#### SOCIAL SECURITY ADMINISTRATION

*Limitation on salaries and expenses, Bureau of Old-Age and Survivors Insurance.*—The Bill includes \$280,400,000, a reduction of \$5,000,000 from the request, and \$12,830,000 more than the appropriation for 1962. The budget included a request for a \$15,000,000 contingency fund which the committee has reduced to \$10,000,000. Since there was no contingency fund in the 1962 appropriation as a result of congressional action on the supplemental request for 1962, the \$10,000,000 which is allowed in the Bill accounts for all but \$2,830,000 of the increase over the 1962 appropriation. Mandatory items of increase in 1963 resulting from annualizing personnel placed on the payroll in 1962 to carry out the additional work under the recent amendments, account for all of this increase.

*Reimbursement for military service credits.*—For each of the last few years the Committee has urged the Bureau of the Budget, the Department of Health, Education, and Welfare, and the Railroad Retirement Board to get together and determine the adjustments that should be made between the general funds of the Treasury, the Railroad Retirement Trust Fund, and the Old-Age and Survivors Insurance Trust Fund with regard to military service credits. The Committee has been especially interested in seeing that the law was carried out in regard to appropriations to the Railroad Retirement Trust Fund. The budget for 1963 included a requested appropriation of \$78,600,000 for reimbursement to the Old-Age and Survivors Insurance Trust Fund for military service credits and indicated that a request of \$16,000,000 for a similar payment to the Railroad Retirement Trust Fund would be submitted at a later date. The latter request has not yet been received. Since these two are so similar in nature, and since the Committee has indicated previously that its greater interest is in connection with the payment to the Railroad Retirement Trust Fund, action has been deferred on the item for the Old-Age and Survivors Insurance Trust Fund until the two can be considered together.

*Grants to states for public assistance.*—The Bill includes \$2,538,300,000, a reduction of \$150,000,000 from the request, and \$137,100,000 over the amount appropriated for 1962. The request included \$97,900,000 to finance programs which expire at the end of fiscal year 1962. Since there is no authorization for this amount it has been disallowed. The remainder of the reduction below the request is based on a general outlook for improvement in economic and other factors which affect the requirements under this appropriation. When the budget for 1963 was presented to Congress in January it indicated that a request for a supplemental appropriation

of \$140,000,000 for 1962 would be submitted to Congress at a later date. On February 7 when the request was actually submitted, it was submitted in the amount of only \$85,000,000 or a reduction of almost 40 percent. While the 1963 budget could not be reduced by nearly the same percentage, it appears that a reduction of the magnitude recommended is warranted.

*Grants for training public welfare personnel.*—The Budget included a request for \$3,500,000 which, under the authorizing legislation, would be a 100 per cent Federally financed program with no matching required at the state or local level. While the Committee recognizes that there is a need for more training of public welfare personnel, it is of the opinion that any such program should be on a matching basis of some type.

*Assistance for repatriated United States nationals.*—The Bill includes \$467,000, a reduction of \$408,000 from the request, and a reduction of \$297,000 below the amount appropriated for 1962. The reduction from the request is the amount budgeted for that portion of the program currently lacking legislative authorization for fiscal year 1963.

*Salaries and expenses, Bureau of Family Services.*—The Bill includes \$3,585,000, a reduction of \$511,000 from the request, and \$143,000 more than was appropriated for 1962. The reduction from the request is composed of \$338,000 budgeted for civil defense activities and \$173,000 which represents the salaries and expenses budgeted for administering the portion of the public assistance program for which authorization expires at the end of fiscal year 1962.

*Grants to states for maternal and child welfare.*—The Bill includes \$75,795,000, a reduction of \$955,000 from the request, and \$6,695,000 over the amount appropriated for 1962. The budget included \$25,000,000 for each of the three basic grant programs "Services for crippled children", "Maternal and child health services", and "Child-welfare services", the maximum authorized to be appropriated in each case. The Committee has approved this part of the request in total. The request of \$1,750,000 for research or demonstration projects in child welfare included \$955,000 for so-called "full funding", in other words, for funding projects after 1963. The Committee has allowed the full amount requested for this program for fiscal year 1963 but has disallowed the \$955,000 requested for subsequent periods.

In last year's report the Committee called attention to the fact that far too little attention has been paid to the plight of unwed mothers in the teenage group. The Committee was pleased with the report of the Children's Bureau that some progress is being made in this area. It is of course too early to see much in the way of concrete results from the increased emphasis the Bureau has placed on this during the last several months. The Committee wishes to reiterate its interest in having more done in this field, especially with regard to developing programs such as half-way houses for the rehabilitation of these girls, and will expect that the Children's Bureau to be able to point to concrete results next year.

*Salaries and expenses, Children's Bureau.*—The Bill includes \$2,853,000, the amount of the request, and \$185,000 more than was appropriated for 1962. In its report last year the Committee said:

It has been suggested to every secretary of the Department of Health, Education, and Welfare and every administrator

of the Federal Security Agency that it is wrong to relegate the Children's Bureau to a third level position. The Committee strongly feels that the responsibilities and the activities of the Children's Bureau are of sufficient importance to warrant placing it on a level directly below the Secretary rather than being just another office in the Social Security Administration. The Secretary has always had the authority to make such an organizational change and give the Children's Bureau the recognition that it deserves.

The Committee has some reason to believe that no one in authority took the suggestion very seriously. The Committee wishes to reiterate its belief that something more should be done to give the Children's Bureau the recognition that it deserves and hopes that more serious attention will be given to this during the next year than has been given during the past year.

*Cooperative research in social security.*—The Bill includes \$1,100,000, a reduction of \$800,000 from the request, and \$400,000 more than was appropriated for 1962. The Committee has denied requested authority to make these funds available until expended so that each project could be funded for its full life rather than just for activities to be carried out in 1963. The budget included \$882,000 for funding projects after fiscal year 1963. Since this has been denied the action of the Committee actually adds \$82,000 to the amount budgeted for 1963 activities. This program has proven to be much more popular than originally supposed. The budget would fall far short of financing the scientifically approved applications that will carry over from 1962 because of lack of funds and the large number expected to be submitted in 1963. Even with the increase recommended by the Committee there will be many worthwhile projects that will remain unfunded.

*International Social Security Association meeting.*—The request for \$100,000 for this purpose has been denied, not because the Committee feels that there is lack of merit in the meeting, but it is not planned until fiscal year 1965 and it appears that any preparations that are necessary this far in advance would require very little in the way of funds and can be borne by the appropriation for salaries and expenses of the Office of the Commissioner.

*Research and training (special foreign currency program).*—The Bill contains no funds for this program which represents a reduction of \$1,800,000 from the request, and \$1,607,000 less than was appropriated for 1962. Examples of projects under this program such as studies of medical care for the aged in Yugoslavia and Israel; studying the social security systems of Burma, India, and Indonesia; and studying credit cooperatives in such countries as Burma, UAR, Israel, and Yugoslavia, were not impressive to the Committee. The Committee has very serious doubts that results of much value to this country would result from a continuation of this program.

*Salaries and expenses, Office of the Commissioner.*—The Bill includes an appropriation of \$711,000 and authorization to transfer \$418,000 from the Old Age and Survivors Insurance Trust Fund; the same as the amounts requested in the budget; and \$121,000 and \$96,000, respectively, more than the amounts allowed for 1962. This office



has had a considerable increase in its responsibilities as a result of recent legislation and administrative action recently taken in the field of public assistance. The Committee was much impressed by the Commissioner's justification for the requested increases.

## FREEDMEN'S HOSPITAL

*Salaries and expenses.*—The Bill includes \$3,909,000, the amount of the request, and \$173,000 more than was appropriated for 1962.

## AMERICAN PRINTING HOUSE FOR THE BLIND

*Education of the blind.*—The Bill includes \$718,000, the amount of the request, and \$48,000 over the amount appropriated for 1962. The amount allowed is estimated to provide \$40 per capita for each eligible blind pupil, which is the same amount provided for 1962. The increase is based on an estimated increase of 1,202 eligible blind pupils.

## GALLAUDET COLLEGE

*Salaries and expenses.*—The Bill includes \$1,410,000, the amount of the request, and \$154,000 more than was appropriated for 1962.

*Construction.*—The Bill includes \$355,000, the amount of the request, and \$246,000 less than the amount appropriated for 1962. The main item in the amount recommended is \$200,000 for plans and specifications for new dormitories which will be very much needed if there is a continuation of the current trend for increased enrollment. Indications are that if anything the trend will be accelerated in the future.

## HOWARD UNIVERSITY

*Salaries and expenses.*—The Bill includes \$7,492,000, the amount of the request, and \$485,000 more than was appropriated for 1962. The Committee is pleased to note that the estimated increase in non-Federal income is approximately equal to the increase in the Federal appropriation. This increase is due primarily to an adjustment in the student fee schedules and also to an estimated continuation in the trend of increased enrollment.

*Plans and specifications.*—The Bill includes \$86,000, the amount of the request, and \$375,000 less than the amount appropriated for 1962. The amount recommended will provide \$56,000 for drawing plans and specifications for a much needed social work building; and \$30,000 to bring up to date the master development plan.

*Construction of buildings.*—The Bill includes \$5,531,000, the amount of the request, and \$1,084,000 more than was appropriated for 1962. The appropriation will provide funds for 4 projects, two of which account for the bulk of the total amount. These are a new classroom building and a new women's dormitory which together will cost an estimated \$4,695,000. The classroom building will ease currently crowded conditions due to the increase in enrollment, and the new women's dormitory will provide accommodations for 300 of the women students who now have to live off the campus due to lack of dormitory facilities.

## OFFICE OF THE SECRETARY

*Salaries and expenses.*—The Bill includes \$2,621,000 and authority to transfer \$359,000 from the Old-Age and Survivors Insurance Trust

Fund; \$437,000 and \$53,000, respectively, less than the request; and \$94,000 and \$7,000, respectively, more than was made available for 1962. The recommendation of the Committee disallows all funds budgeted for civil defense activities, and provides the 1962 operating budget for other activities except for the following increases: \$101,200 for certain mandatory cost increases; \$23,700 to strengthen the special staff on aging; \$68,700 to strengthen administrative and financial management; and \$11,500 for equipment replacement, books, and periodical subscriptions for the library.

The Committee was again very much disappointed with the report of activities aimed at doing something about the problems of the aging. There was more talk this year, but that was about the only difference. It appears that the only solution may be to turn this over to an independent agency.

*Office of Field Administration.*—The Bill includes an appropriation of \$3,335,000 and authorization to transfer \$1,495,000 from other accounts; \$230,000 less than the requested appropriation, and the same as the amount requested by transfer; and \$70,000 and \$30,000, respectively, more than allowed for 1962. The Committee disallowed funds requested for civil defense activities and \$80,000 requested for nine program analysts for regional offices.

*Surplus property utilization.*—The Bill includes \$870,000, the amount of the request, and \$8,000 more than the amount appropriated for 1962.

*Office of the General Counsel.*—The Bill includes an appropriation of \$813,000 and authority to transfer \$725,000 from other accounts; a reduction of \$43,000 from the requested appropriation, and the same as the amount requested by transfer; and an increase of \$100,000 and \$29,000, respectively, over the amounts made available for 1962.

*Juvenile delinquency and youth offenses.*—The Bill includes \$5,-810,000, a reduction of \$2,690,000 from the request, and \$2,390,000 less than was appropriated for 1962. Both the 1962 appropriation and the 1963 budget included funds for so-called forward financing of projects. The budget for 1963 included \$2,690,000, the exact amount of the recommended reduction, for financing projects after fiscal year 1963. Thus the Committee's action will result in no reduction in the amount budgeted for use in 1963.

### TITLE III—NATIONAL LABOR RELATIONS BOARD

*Salaries and expenses.*—The Bill includes \$20,250,000, the amount of the budget request, and \$261,000 more than was appropriated for 1962.

The Board and the General Counsel have made a substantial record in the past year in solving the problem of delays by reducing the Board's backlog, and improving procedures in the handling of both unfair labor practice and representation cases. The Committee's attention has been called, however, to the fact that at times over-emphasis on speed in case-handling in the regional offices has resulted in inadequate concern for rights and protections to which parties are entitled under the law. The Committee believes that it is of the utmost importance that persons who allege that their rights have been infringed or that they have been denied protection to which they are entitled shall have their "day in court".

*Salaries and expenses.*—The Bill includes \$20,250,000 and authority to transfer \$261,000 from the Old-Age and Survivors Insurance Trust

## TITLE IV—NATIONAL MEDIATION BOARD

*Salaries and expenses.*—The Bill includes \$1,904,000, the amount of the request, and \$100,000 more than was appropriated for 1962.

## TITLE V—RAILROAD RETIREMENT BOARD

*Salaries and expenses.*—The Bill includes authority to use \$9,640,000 from the Railroad Retirement Trust Fund, the amount of the request, and \$100,000 less than was made available for 1962.

The Committee was pleased to note that progress is being made in resolving the problem of payment to the Railroad Retirement Trust Fund for military service "wage credits". It is hoped that a complete resolution of the problem will be accomplished in the near future. As mentioned on page 46 the Committee is withholding action on appropriating for similar credits due the Old-Age and Survivors Insurance Trust Fund so that the two may be considered together.

## TITLE VI—FEDERAL MEDIATION AND CONCILIATION SERVICE

*Salaries and expenses.*—The Bill includes \$4,923,000, a reduction of \$100,000 from the request, and \$535,000 more than was appropriated for 1962.

## TITLE VII—INTERSTATE COMMISSION ON THE POTOMAC RIVER BASIN

*Federal contribution.*—The Bill includes \$5,000, the amount of the request, and the same amount as was appropriated for 1962.

## TITLE VIII—UNITED STATES SOLDIERS' HOME

*Limitation on operation and maintenance and capital outlay.*—The Bill includes \$6,128,000, the amount of the request, and \$76,000 more than was made available for 1962.

## LIMITATIONS AND LEGISLATIVE PROVISIONS

The following limitations and legislative provisions not heretofore carried in connection with any appropriation bill are recommended:

On page 19, in connection with Office of Vocational Rehabilitation, Grants to States:

*Provided further, That additional allotments, not exceeding \$240,000 in the aggregate, for grants under section 2 of said Act may be made, in accordance with regulations of the Secretary, to States in which the Federal share of the costs of rehabilitation services under such section exceeds their respective allotments from such \$110,000,000*

On page 48, in connection with General Provisions:

*SEC. 904. None of the funds contained in this Act shall be paid to any person or organization registered with the Clerk of the House and the Secretary of the Senate under the Regulation of Lobbying Act.*

## PERMANENT APPROPRIATIONS, GENERAL AND SPECIAL FUNDS

Agency and item	Appropriated, 1962	Estimates, 1963	Increase (+), decrease (-)
Office of Education:			
Payments to States and Territories for colleges of agriculture and mechanic arts (act of Mar. 4, 1907).....	\$2, 550, 000	\$2, 550, 000	-----
Payments to States for promotion of vocational education (act of Feb. 23, 1917).....	7, 161, 000	7, 161, 000	-----
Total.....	9, 711, 000	9, 711, 000	-----

## TRUST FUNDS

[Not a charge against general revenue]

Agency and item	Estimates, 1962	Estimates, 1963	Increase (+), decrease (-)
DEPARTMENT OF LABOR			
Bureau of Employment Security: Unemployment trust fund.....	\$3, 584, 176, 000	\$3, 998, 530, 000	+\$414, 354, 000
Bureau of Employees' Compensation:			
Relief and rehabilitation, Longshoremen's and Harbor Workers' Compensation Act, as amended.....	25, 000	24, 000	- 1, 000
Relief and rehabilitation, Workmen's Compensation Act, with in the District of Columbia.....	10, 000	10, 000	-----
Administration of the District of Columbia Workmen's Compensation Act.....	279, 000	279, 000	-----

Bureau of Labor Statistics: Special statistical work.....	36, 000				—36, 000
Total, Department of Labor.....	3, 584, 526, 000	3, 998, 843, 000			+ 414, 317, 000
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE					
Office of the Secretary: Federal Council on Aging.....	6, 000		6, 000		
Public Health Service benefit and gift funds.....	184, 000		248, 000		+ 64, 000
St. Elizabeths Hospital patients' benefit fund.....	1, 000		1, 000		
St. Elizabeths Hospital conditional gift fund.....	1, 000				—1, 000
Social Security Administration:					
Federal Disability Insurance trust fund.....	1, 116, 000, 000		1, 174, 589, 000		+ 58, 589, 000
Federal Old-Age and Survivors Insurance trust fund.....	12, 252, 060, 000		14, 231, 098, 000		+ 1, 979, 038, 000
Total, Department of Health, Education, and Welfare.....	13, 368, 252, 000		15, 405, 942, 000		+ 2, 037, 690, 000
RAILROAD RETIREMENT BOARD					
Railroad retirement account.....	1, 109, 500, 000		1, 172, 500, 000		+ 63, 000, 000
Limitation on Railroad Unemployment Insurance Administration Fund.....	9, 470, 000		9, 000, 000		—470, 000
Total, Railroad Retirement Board.....	1, 118, 970, 000		1, 181, 500, 000		+ 62, 530, 000
Total trust funds, all agencies.....	18, 071, 748, 000		20, 586, 285, 000		+ 2, 514, 537, 000

**COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963  
TITLE I—DEPARTMENT OF LABOR**

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
<b>BUREAU OF LABOR STATISTICS</b>					
Salaries and expenses-----	\$12,667,000	\$15,297,000	\$14,158,000	+\$1,491,000	-\$1,139,000
Revision of Consumer Price Index-----	2,100,000	1,333,000	1,333,000	-767,000	-----
Total, Bureau of Labor Statistics-----	14,767,000	16,630,000	15,491,000	+724,000	-1,139,000
<b>BUREAU OF INTERNATIONAL LABOR AFFAIRS</b>					
Salaries and expenses-----	500,000	950,000	785,000	+285,000	-165,000
<b>OFFICE OF AUTOMATION AND MANPOWER</b>					
Salaries and expenses-----	(1)	900,000	800,000	+800,000	-100,000
<b>AREA REDEVELOPMENT</b>					
Salaries and expenses-----	14,000,000	15,041,000	11,041,000	-2,959,000	-4,000,000
<b>BUREAU OF APPRENTICESHIP AND TRAINING</b>					
Salaries and expenses-----	4,976,000	5,026,000	5,026,000	+50,000	-----

BUREAU OF EMPLOYMENT SECURITY					
Limitation on salaries and expenses	[10,500,000]	[12,865,000]	[11,500,000]	[+1,000,000]	[-1,365,000]
Limitations on grants to States	[405,000,000]	[424,900,000]	[350,000,000]	[-55,000,000]	[-74,900,000]
Payment to the Federal extended compensation account	340,000,000			-340,000,000	
Advances to Employment Security Administration account	20,000,000			-20,000,000	
Unemployment compensation for Federal employees and ex-servicemen	147,000,000	131,000,000	129,000,000	-18,000,000	-2,000,000
Mexican farm labor program:					
Compliance activities	1,149,000	1,740,000	1,640,000	+491,000	-100,000
Salaries and expenses (transfer from revolving fund)	[1,519,000]	[2,269,000]	[2,178,000]	[+659,000]	[-91,000]
Total, Bureau of Employment Security	508,149,000	132,740,000	130,640,000	-377,509,000	-2,100,000
BUREAU OF VETERANS' REEMPLOYMENT RIGHTS					
Salaries and expenses	633,000	633,000	633,000		
BUREAU OF LABOR STANDARDS					
Salaries and expenses	3,258,000	3,919,000	3,800,000	+542,000	-119,000

<sup>1</sup> This activity is being financed under the appropriation "Salaries and expenses, Office of the Secretary," during 1962. It is estimated that obligations will total \$70,000.

**COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963—Continued**

**TITLE I—DEPARTMENT OF LABOR—Continued**

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
<b>BUREAU OF LABOR-MANAGEMENT REPORTS</b>					
Salaries and expenses-----	\$5, 775, 000	\$5, 850, 000	\$5, 675, 000	-\$100, 000	-\$175, 000
<b>BUREAU OF EMPLOYEES' COMPENSATION</b>					
Salaries and expenses-----	3, 834, 000	3, 845, 000	3, 845, 000	+11, 000	-----
<i>Transfer from longshoremen's trust fund</i>	[55, 000]	[55, 800]	[55, 800]	[+800]	-----
Employees' compensation claims and ex- penses-----	64, 000, 000	62, 071, 000	62, 071, 000	-1, 929, 000	-----
Total, Bureau of Employees' Com- pensation-----	67, 834, 000	65, 916, 000	65, 916, 000	-1, 918, 000	-----
<b>WOMEN'S BUREAU</b>					
Salaries and expenses-----	668, 000	777, 000	718, 000	+50, 000	-59, 000
<b>WAGE AND HOUR DIVISION</b>					
Salaries and expenses-----	17, 307, 000	17, 765, 000	17, 715, 000	+408, 000	-50, 000



OFFICE OF THE SOLICITOR						
Salaries and expenses	4, 116, 000	4, 181, 000	4, 181, 000	+ 65, 000		
<i>Transfer from unemployment trust fund</i>	[-----]	[122, 000]	[122, 000]	[+ 122, 000]		[-----]
Total, Office of the Solicitor	4, 116, 000	4, 181, 000	4, 181, 000	+ 65, 000		
OFFICE OF THE SECRETARY						
Salaries and expenses	1, 796, 000	2, 221, 000	1, 905, 000	+ 109, 000		- 316, 000
<i>Transfer from unemployment trust fund</i>	[-----]	[132, 000]	[132, 000]	[+ 132, 000]		[-----]
Total, Office of the Secretary	1, 796, 000	2, 221, 000	1, 905, 000	+ 109, 000		- 316, 000
Total appropriations, Department of Labor	643, 779, 000	272, 549, 000	264, 326, 000	- 379, 453, 000		- 8, 223, 000

TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

FOOD AND DRUG ADMINISTRATION						
Salaries and expenses	\$23, 000, 000	\$28, 400, 000	\$28, 280, 000	+ \$5, 280, 000		-\$120, 000
<i>Certification, inspection, and other services (indefinite)</i>	[4, 790, 000]	[1, 882, 000]	[1, 882, 000]	[+ 92, 000]		[-----]
Pharmacology-animal laboratory building	1, 750, 000			- 1, 750, 000		
Total, Food and Drug Administration	24, 750, 000	28, 400, 000	28, 280, 000	+ 3, 530, 000		- 120, 000

**COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963—Continued**

**TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued**

Agency and Item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
<b>OFFICE OF EDUCATION</b>					
Promotion and further development of vocational education.....	\$33,672,000	\$34,672,000	\$34,672,000	+\$1,000,000	-----
Further endowment of colleges of agriculture and the mechanic arts.....	8,194,000	11,950,000	11,950,000	+3,756,000	-----
Land-grant college aid, Hawaii.....	3,775,000	-----	-----	-3,775,000	-----
Grants for library services.....	7,500,000	7,500,000	7,500,000	-----	-----
Payments to schools districts.....	231,293,000	232,293,000	282,322,000	+51,029,000	+ \$50,029,000
Assistance for school construction.....	54,850,000	55,045,000	63,686,000	+8,836,000	+8,641,000
Defense educational activities.....	211,627,000	229,450,000	229,450,000	+17,823,000	-----
Expansion of teaching in education of the mentally retarded.....	1,000,000	1,000,000	1,000,000	-----	-----
Expansion of teaching in education of the deaf.....	1,575,000	1,500,000	1,500,000	-75,000	-----
Cooperative research.....	5,000,000	11,000,000	6,985,000	+1,985,000	-4,015,000
Salaries and expenses.....	11,594,000	12,741,000	12,250,000	+656,000	-491,000



COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963—Continued

TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
PUBLIC HEALTH SERVICE—continued					
Hospital construction activities.....	\$211,500,000	\$176,220,000	\$188,572,000	-\$22,928,000	+\$12,352,000
Air pollution control.....	8,800,000	10,069,000	11,069,000	+2,269,000	+1,000,000
Milk, food, interstate and community sanitation.....	7,424,000	7,502,000	7,502,000	+78,000*	-----
Occupational health.....	3,981,000	4,022,000	4,022,000	+41,000	-----
Radiological health.....	10,647,000	15,875,000	15,875,000	+5,228,000	-----
Water supply and water pollution control.....	20,328,000	23,607,000	24,607,000	+4,279,000	+1,000,000
Grants for waste treatment works construction.....	80,000,000	90,000,000	90,000,000	+10,000,000	-----
Hospitals and medical care.....	49,835,000	50,259,000	50,259,000	+424,000	-----
Foreign quarantine activities.....	6,084,000	4,292,000	5,892,000	-192,000	+1,600,000
National Institutes of Health:					
General research and services.....	127,637,000	147,826,000	155,826,000	+28,189,000	+8,000,000
National Cancer Institute.....	142,836,000	139,109,000	150,409,000	+7,573,000	+11,300,000
Mental health activities.....	108,876,000	126,899,000	133,599,000	+24,723,000†	+6,700,000

National Heart Institute.....	132,912,000	126,898,000	143,398,000	+10,486,000	+16,500,000
National Institute of Dental Research.....	17,340,000	17,199,000	19,199,000	+1,859,000	+2,000,000
Arthritis and metabolic disease activities.....	81,831,000	91,921,000	98,721,000	+16,890,000	+6,800,000
Allergy and infectious disease activities.....	56,091,000	59,342,000	62,142,000	+6,051,000	+2,800,000
Neurology and blindness activities.....	70,812,000	71,206,000	77,506,000	+6,694,000	+6,300,000
Subtotal, National Institutes of Health.....	738,335,000	780,400,000	840,800,000	+102,465,000	+60,400,000
Grants for construction of cancer research facilities.....	5,000,000	-----	-----	-5,000,000	-----
Hospital and medical facility research.....	10,000,000	-----	-----	-10,000,000	-----
Grants for construction of health research facilities.....	30,000,000	50,000,000	50,000,000	+20,000,000	-----
Scientific activities overseas (special foreign currency program).....	9,000,000	2,800,000	2,800,000	-6,200,000	-----
National health statistics.....	4,642,000	5,250,000	5,150,000	+508,000	-100,000
Operations, National Library of Medicine.....	2,066,000	3,335,000	3,335,000	+1,269,000	-----
Retired pay of commissioned officers (indefinite).....	[2,377,000]	[2,671,000]	[2,671,000]	[+294,000]	[-----]
Salaries and expenses, Office of the Surgeon General.....	5,375,000	5,850,000	5,850,000	+475,000	-----
Total, Public Health Service.....	1,292,827,000	1,343,366,000	1,423,618,000	+130,791,000	+80,252,000

COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963—Continued

TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
<b>ST. ELIZABETHS HOSPITAL</b>					
Salaries and expenses-----	\$5, 105, 000	\$5, 974, 000	\$6, 332, 000	+\$1, 227, 000	+\$358, 000
Buildings and facilities-----	575, 000	8, 095, 000	8, 095, 000	+7, 520, 000	-----
Total, St. Elizabeths Hospital-----	5, 680, 000	14, 069, 000	14, 427, 000	+8, 747, 000	+358, 000
<b>SOCIAL SECURITY ADMINISTRATION</b>					
<i>Limitation on salaries and expenses, Bureau of Old-Age and Survivors Insurance (trust fund)</i> -----	[267, 570, 000]	[285, 400, 000]	[280, 400, 000]	[+12, 830, 000]	[-5, 000, 000]
<i>Limitation on construction, BOASI (trust fund)</i> -----	[4, 000, 000]	-----	-----	[-4, 000, 000]	-----
Reimbursement for military service credits-----	-----	78, 600, 000	-----	-----	-78, 600, 000
Grants to States for public assistance-----	2, 401, 200, 000	2, 688, 300, 000	2, 538, 300, 000	+137, 100, 000	-150, 000, 000
Grants for training public welfare personnel-----	-----	3, 500, 000	-----	-----	-3, 500, 000
Assistance for repatriated United States nationals-----	764, 000	875, 000	467, 000	-297, 000	-408, 000
Salaries and expenses, Bureau of Family Services-----	3, 442, 000	4, 096, 000	3, 585, 000	+143, 000	-511, 000

Grants to States for maternal and child welfare.....	69, 100, 000	76, 750, 000	75, 795, 000	+ 6, 695, 000	- 955, 000
Salaries and expenses, Children's Bureau.....	2, 668, 000	2, 853, 000	2, 853, 000	+ 185, 000	-----
Cooperative research in social security.....	700, 000	1, 900, 000	1, 100, 000	+ 400, 000	- 800, 000
International Social Security Association meeting.....	-----	100, 000	-----	-----	- 100, 000
Research and training (special foreign currency program).....	1, 607, 000	1, 800, 000	-----	- 1, 607, 000	- 1, 800, 000
Salaries and expenses, Office of the Commissioner:					
Appropriation.....	590, 000	711, 000	711, 000	+ 121, 000	-----
<i>Transfer from OASI trust fund</i> .....	[ 322, 000 ]	[ 418, 000 ]	[ 418, 000 ]	[ + 96, 000 ]	[ ----- ]
Total, Social Security Administration.....	2, 480, 071, 000	2, 859, 485, 000	2, 622, 811, 000	+ 142, 740, 000	- 236, 674, 000
FREEDMEN'S HOSPITAL					
Salaries and expenses.....	3, 736, 000	3, 909, 000	3, 909, 000	+ 173, 000	-----
AMERICAN PRINTING HOUSE FOR THE BLIND					
Education of the blind.....	670, 000	718, 000	718, 000	+ 48, 000	-----
GALLAUDET COLLEGE					
Salaries and expenses.....	1, 256, 000	1, 410, 000	1, 410, 000	+ 154, 000	-----
Construction.....	601, 000	355, 000	355, 000	- 246, 000	-----
Total, Gallaudet College.....	1, 857, 000	1, 765, 000	1, 765, 000	- 92, 000	-----

COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS  
RECOMMENDED IN BILL FOR 1963—Continued

TITLE II—DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE—Continued

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
<b>HOWARD UNIVERSITY</b>					
Salaries and expenses-----	\$7,007,000	\$7,492,000	\$7,492,000	+\$485,000	-----
Plans and specifications-----	461,000	86,000	86,000	-\$375,000	-----
Construction of buildings-----	4,447,000	5,531,000	5,531,000	+1,084,000	-----
Construction of auditorium-fine arts building (liquidation of contract authority)-----	95,000	-----	-----	-----	-----
Total, Howard University-----	12,010,000	13,109,000	13,109,000	+1,099,000	-----
<b>OFFICE OF THE SECRETARY</b>					
Office of the Secretary:					
Appropriation-----	2,527,000	3,058,000	2,621,000	+94,000	-\$437,000
Transfer from OASI trust fund-----	[352,000]	[412,000]	[359,000]	[+7,000]	[ -53,000]
Office of Field Administration:					
Appropriation-----	3,265,000	3,565,000	3,335,000	+70,000	-230,000
Transfers-----	[1,465,000]	[1,495,000]	[1,495,000]	[+30,000]	-----
Surplus property utilization-----	862,000	870,000	870,000	+8,000	-----



Office of the General Counsel:					
Appropriation.....	713, 000	\$56, 000	813, 000	+ 100, 000	-43, 000
<i>Transfers</i> .....	[696, 000]	[725, 000]	[725, 000]	[+29, 000]	[-----]
Juvenile delinquency and youth offenses.....	8, 200, 000	8, 500, 000	5, 810, 000	-2, 390, 000	-2, 690, 000
Total, Office of the Secretary.....	15, 567, 000	16, 849, 000	13, 449, 000	-2, 118, 000	-3, 400, 000
Total, direct appropriations, Department of Health, Education, and Welfare.....	4, 495, 645, 000	4, 980, 547, 000	4, 874, 827, 000	+ 379, 182, 000	-105, 720, 000
Indefinite appropriations.....	4, 167, 000	4, 553, 000	4, 553, 000	+ 386, 000	-----
Total, direct and indefinite appropriations, Department of Health, Education, and Welfare.....	4, 499, 812, 000	4, 985, 100, 000	4, 879, 380, 000	+ 379, 568, 000	-105, 720, 000

TITLE III—NATIONAL LABOR RELATIONS BOARD

Salaries and expenses.....	\$19, 989, 000	\$20, 250, 000	\$20, 250, 000	+ \$261, 000	-----
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TITLE IV—NATIONAL MEDIATION BOARD

Salaries and expenses.....	\$1, 804, 000	\$1, 904, 000	\$1, 904, 000	+ \$100, 000	-----
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TITLE V—RAILROAD RETIREMENT BOARD

Salaries and expenses ( <i>trust fund limitation</i> ).....	\$9, 740, 000]	\$9, 640, 000]	\$9, 640, 000]	[-\$100, 000]	[-----]
Payment to Railroad unemployment insurance account.....	10, 000, 000	-----	-----	-10, 000, 000	-----
Total, Railroad Retirement Board.....	10, 000, 000	-----	-----	-10, 000, 000	-----

COMPARATIVE STATEMENT OF APPROPRIATIONS FOR 1962, ESTIMATES FOR 1963, AND AMOUNTS RECOMMENDED IN BILL FOR 1963—Continued  
 TITLE VI—FEDERAL MEDIATION AND CONCILIATION SERVICE

Agency and item	Appropriations, 1962	Estimates, 1963	Recommended in bill for 1963	Bill compared with—	
				1962 appropriation	1963 estimates
Salaries and expenses	\$4,388,000	\$5,023,000	\$4,923,000	+\$535,000	-\$100,000

TITLE VII—INTERSTATE COMMISSION ON THE POTOMAC RIVER BASIN

Federal contribution	\$5,000	\$5,000	\$5,000		
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TITLE VIII—UNITED STATES SOLDIERS' HOME

<i>Limitation on operation and maintenance and capital outlay</i>	[\$6,052,000]	[\$6,128,000]	[\$6,128,000]	[\$76,000]	[-----]
Total direct appropriations, all titles of the bill	5,175,610,000	5,280,278,000	5,166,235,000	-9,375,000	-114,043,000
Total, indefinite appropriations, all titles of the bill	4,167,000	4,553,000	4,553,000	+386,000	
Grand total	5,179,777,000	5,284,831,000	5,170,788,000	-8,989,000	-114,043,000

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