The Sun-Times has noted on this page, a number of the GAO reports that deal with either exceptional or unusually inefficient management. In the annual GAO report the largest saving or gain was in the area of improper or inefficient purchasing of equipment, poor management and slipshod care of Government property.

In the 'measurements of possible or saving opportunities' area the largest single item, $29,000,000, is in the category of purchasing. Here the GAO found the main error was in the equipment purchased. Over a long period of time, central agencies have been established to provide coordination and more economical management of supply contracts, but the problem has not been solved. The GAO found, for instance, that in one agency $2,130,000 worth of military stock had been transferred to another agency, with out all the necessary paperwork and without the necessary paperwork and without the necessary paperwork. The GAO also found that $1,000,000 was not being used by the agency that was supposed to be using it.

It is incredible that the GAO should have to tell the military forces, for example, that their equipment was not being used. The Navy was preparing plans and contracts to purchase an additional 101 of these same engines. It seems equally astounding that the Air Force would order an additional 5,000,000 worth of helicopters for the Air Force when it had on hand slightly heavier weight uniform of valued at $1,500,000. The Navy had 1,082 airplanes in its fleet in 1962. No one can understand why the military forces unnecessarily spent $1,500,000 on equipment that they could not even afford to purchase.

The military are not the only offenders in the long GAO calendar of waste. The investigators discovered, for example, that in 1962 the St. Lawrence Seaway Development Corp. had stopped recording depreciation of the seaway plant, property and equipment in its financial statements; nor did the agency consider bond interest expense in determining net revenue. In examining the accounting and reporting procedures of the Communicable Disease Center, Public Health Service, Department of Health, Education and Welfare the GAO discovered that the agency was not discovering the costs of operating projects with budgeted costs.

It is clearly evident from the annual reports of the GAO that a tremendous amount of money could be saved in government operations without the elimination of a single Federal agency. The pattern of waste is nationwide. The problem is one of competence and methods of management so stupid that it appears it must be a studied effort is very clear.

The 10-year record of Joseph Campbell as Comptroller General of the United States is so good that the Congress could do worse than regard his powers beyond the investigatory and reporting areas to embrace those of consideration of the work and value of a program. His vast experience in the tracts of waste of government inefficiency would be invaluable to the taxpayer — who foots all the bills.

ALASKA APPRECIATES SKILL, COURAGE OF ELIN SURVEYORS

Mr. BARTLETT. Mr. President, recently I was reading an interesting article that was brought to my attention, "Hop and Jump Surveying," by Elmer W. Shaw, describes the difficulties encountered by Bureau of Land Management surveyors in the State of Alaska. It appeared in the magazine American Forests, January 1963, and I ask unanimous consent that the article be reprinted in The Record at the conclusion of my remarks.

The task of surveying Alaska land selections is a very difficult and difficult assignment. Let me undertake it with the familiar metes and bounds survey techniques which were used in surveying the original 48 States we have been working on the problem for some time. Instead of this BLM has developed electronic equipment and methods which speed surveying and cut costs. This system makes full use of digital computers, photogrammetry, electronic instruments to measure distances, heliographs, and swamp huggers. Surveyors can accurately measure distances up to 30 miles off by more than a few inches. Surveyors now use make use of helicopters and parachutes to gain height on their way across unsurveyed public lands.

The men who work on these projects are hard working, highly skilled, and proud of their achievements. They have every right to be proud; Alaska is much in their debt.

In his article, Mr. Shaw says:

This is just one small portion of 105 million acres (an area about the size of California) of Alaska public lands that must be surveyed before orderly planning forms and development by the newly formed State can proceed. Because of the vastness of the area and the rugged frontier nature of the land itself, Hardinger (of BLM) describes his assignment as "the biggest and toughest land surveying job that has been attempted in the State."

It is in no big job. Ninety-nine percent of the land mass of Alaska is now owned by the Federal Government. Under the terms of the Statehood Act the State is allowed to select 100 million acres from public lands in the first 25 years of statehood. The economic development of Alaska will depend in many ways upon the State making full and proper use of this land. If this reason the State is anxious to obtain title to them. Unfortunately, however, and through no fault of the dedicated employees of BLM in Alaska, the land selection program has fallen behind.

So far, only about 3.5 million acres of lands have been selected by the State, surveyed by the BLM, with title awarded by the Secretary to the State. The State has not been slow in selecting lands; the slowdown has come because of disputes over survey techniques. If the land selection process is not speeded up, it will take 100 years before the State acquires the lands promised it by the Congress — the lands so important to its economic development.

The Congress has always realized fully the importance these lands hold for the future economic expansion of our State. The Congress has also recognized that without adequate surveys the titles would be clouded and the land would lose much of its value. It is for this reason that provision was made for BLM exterior surveys of all selected lands.

Senate Report 1163, the 85th Congress, 2nd Session.

The subsection provides for exterior boundary surveys to be made by the Secretary of the Interior. This provision is required because a large part of the public lands in Alaska have never been surveyed and such surveys are necessary for the use or conveyance of selected lands.

The report goes on to emphasize the granted lands cannot be used until surveyed; so, without funds for surveys, the land grants would become idle gestures.

These grants were not meant to be an idle gesture. And yet for the second year in a row BLM has sought — in appropriation requests — merely the amount to be spent for cadastral exterior surveys. Last year the Congress restored the funds for surveying; I am hopeful it will do so again this year.

In explaining this reduced request, Mr. Karl Landstrom, Director of the BLM, stated that there are two factors that will slow down, perhaps temporarily this program. And in view of that possibility this amount is adequate for the present time.

One of the factors mentioned by Mr. Landstrom is the dispute as to the size and shape of the areas being selected and surveyed.

The Secretary of the Interior has said:

The law provides that all selections shall be made in conformity with such regulations as the Secretary of the Interior may prescribe.

In the view of the Secretary, the Secretary of the Interior, as in view of that possibility this amount is adequate for the present time.

Unsung by Law

Let us look at the statute itself. Section 8, paragraph g of the Statehood Act provides:

'Such provision and the extent of the lands shall be determined by the Secretary of the Interior after the General land survey of all lands shall be completed as provided by subsection (a).'

Except as provided in subsection (a), all lands granted in quantity to and authorized to be selected by the State of Alaska by this Act shall be selected:

1. in such manner as the laws of the State may permit;

2. and in conformity with such regulations as the Secretary of the Interior may prescribe.

All selections shall be made in reasonably compact tracts. This much has been stated.

1. taking into account:

(a) the situation; and

(b) potential uses of the land involved.

I have placed these two sentences in outline form for the purposes of clarity. No word has been changed nor has the sense of the two.”
A letter from Secretary Udall to William Egan, Governor of Alaska, dated March 8, 1963.

A brief prepared by the Associate Solicitor, Division of Public Lands, Bureau of Land Management, dated March 28, 1962.

A letter from Secretary Udall to Senator Haysen, chairman of the Interior Appropriations Subcommittee of the Senate Committee on Appropriations dated March 13, 1963, and a report prepared by the State of Alaska outlining its position regarding cadastral surveys.

Mr. President, when confronted by a great task, a great American, Sir Winston Churchill, said, "Give us the tools and we will finish the job." Mr. President, the Bureau of Land Management has a great task in Alaska. The article of which I have spoken describes the tools and the land that BLM has available.

BLM has both the tools and the task. Let it get on with the job.

There being no objection, the article, letter, memo, and statement were ordered to be printed in the Recom, as follows:

**HOP AND JUMP SURVEYING**

(By Elmer W. Shaw, Forester, Bureau of Land Management, Anchorage, Alaska)

Rigged as smokejumpers, two young surveyors leap out of a whirring helicopter in rugged, timbered terrain 200 miles southeast of Fairbanks. As the pilot nears the target area, the spotting jumper signals his partner to stand by. Seconds later the two helijumpers land in the timber. Static lines pop open the colorful orange and white parachutes and they drift safely downward.

With power saws and axes dropped on a cargo chute, the jumper set to work clearing a helipad for the surveyors and electronic equipment to be landed later. For these two helijumpers this is a routine operation. But to the outside observer, it is a key role in the U.S. Bureau of Land Management's tremendous task.

In Paul Bunyan fashion, BLM engineers and surveyors are using new approaches to old problems. The use of helijumpers for specialized survey work is new. True, the idea was borrowed from the fire fighting smokejumpers, but all techniques and mechanics of adapting it to modern surveying had to be pioneered on the ground and in the air. And often by trial and error.

Helijumping into sparse stands is hazardous work, but the four jumpers at the Tanacross camp have had no serious accidents. However, one man had a few tense moments when he landed in the private patio of a huge grizzly. "I guess the bear was as scared as I was," he explained afterward.

According to Don Harding, who has charge of BLM's survey work in the Fairbanks district, 1,500,000 acres are lying in a broad belt between Big Delta and Tok Junction. The Interior is slated for survey by the 21-man camp at Tanacross before the end of 1963. And this is only one small portion of the 108 million acres (an area about the size of California) of State-selection lands that must be surveyed before orderly planning and development by the newly formed State can proceed. Because of the extent of the area and the width of frontier nature of the land itself, Harding describes the assignment as "the biggest and toughest land surveying job yet...." In addition, there is the backlog of boundary surveys needed for homesteads, small tracts, timber and other special areas of Alaska's 272 million acres of reserved public domain. Under the U.S. Department of the Interior, the Bureau of Land Management in Alaska is still doing a "land surveying" job. Also, BLM has major responsibility for fire protection, forest study, range, minerals, watershed, wildlife, recreation on the remaining public domain, and the Alaska Native Claims in the 49th State.

The helicopter is just one of the modern devices that engineers use in taking their herculean task of exploring frontier Alaska. They also use digital equipment, photogrammetry, electronic instruments, measuring devices, aluminum towers, theodolites, two-way radios, aircraft, buggies, and lots of mosquito dope. All this is tremendous, but it's all done with chain-and-transit methods used by surveyors a decade ago. Even so, BLM is hard pressed to cover the ever-increasing load of data that must be processed and the hundreds of section and township corners that remain.

Weather is another problem. Helicopters and jumpers can't work in fog, rain, or rough weather. Hence, they may not do all the flying conditions at every opportunity. Last July a visitor called on the survey camp at Tanacross and found a number of the men asleep in the bunkhouse at 10 o'clock in the morning.

"What goes on here?" he asked Ray Harpin, camp boss.

"These men are helljumpers," Harpin explained slowly. "They've worked all night clearing a helljumping area here and it's about midnight because the air was quite foggy. Here under the midnight sun we can work all hours of the day."

**ELECTRONIC SURVEYING**

Electronics is another space age science that has revolutionized surveying in Alaska. The surveyors are now leapfrogging from mountain to mountain with electronic distance-measuring outfits. The model used by BLM can measure up to 60 miles and operates off the moving north star. It is a lightweight, portable instrument, and does this remarkable feat with a signal that travels at the speed of light.

To clear line and chain distance by hand would take 5 or 6 men a whole day to run 1 mile of section line through scruffy timber.

The electronic outfit consists of two units: a master unit that sends out the electronic signal at 10,000 feet; and a slave unit that receives the signal and rebroadcasts it back to the master unit. Both units are portable and can be mounted on tripods. Power is supplied by nickel-cadmium batteries. Both units are equipped with two-way radios so that the operators can talk to each other as they record the measurements, even though they are several miles apart.

The signal beam received at the master unit is made visible on a cathode ray tube (a cousin to the picture tube in a TV set). By measuring electronically to the midpoint of a second baseline between impulses and its radiolike return, the surveyor can calculate the distance between the two master units. Like light, the beam travels in straight line and normally must be unobstructed. Ordinarily, it can't shoot over ridges or through dense timber.

But the flying surveyors have locked this beam on, too. They have a master unit in the nose of a helicopter built-in hover sight. The hover sight is an arrangement of bubble tubes and prisms fashioned by the General Electric Co. It enables the hovering helicopter to sight in directly over a marked point on the ground. The mechanical operator in the helicopter sends the signal out to the remote
unit. This hover sight method gives the surveyor a giant set of eyes and he can "see" over the brush fence into the ball park.

**AIR PHOTOGRAPHY**

Aerial photos and modern photogrammetry are also used to speed the survey work in Alaska. When land features are distinctive or in open terrain, ground traverses can be estimated and the sections corners by using aerial photographs. But when the landscape is uniform, as in brush fields or tundra, the system does work well.

The theoretical position of all the township corners in Alaska has already been accurately determined by photography and electronic data processing. The latitude and longitude locations or distance coordinates have all been worked out on paper. The next big job is to set the brass hub monuments in the ground to mark the 6-mile township corners. Section corners or boundary markers are also set on the exterior township lines of a 4-township block at an average distance of 2 miles apart.

Aerial photos are also used with stereoscopic viewers, scanners, and plotters. With modern equipment and good photos, engineers in the field almost as well as a survey crew in the field.

Much of the land is a geological mess—rugged, flat, and rugged, rivers meander in lazy oxbows and ever-changing channels, swamps, bogs, and depressions without a single mile in easy confusion—countless lakes dotting the tundra underlain with permafrost—jagged mountains rise from the plains—steep mountain meadows where moss and other vegetation mantle the soil like a kneecap blanket—wildlife and waterfowl—all part of the surveyed face of Alaska.

**IN A SURVEY CAMP**

The ELK survey camp at Tanacross has a population of 21, including engineers, surveyors, helijumpers, pilots, mechanics, clerks, and a cook. Most of the men are college students or graduates.

Take helijumper Karl Seethaler, for a typical example. He is a 1965 graduate of Whittier College in California. He is a degree in chemistry and he has worked as a chemist in Los Angeles, but he prefers travel and adventure in his 4th year as a jumper. In the off season, Karl spends time in such places as Hong Kong, Japan, Samoa, Puerto Rico, Mexico, and Argentina. As a helijumper, he wears a conspicuous mustache.

On take he is a partner jumper, Larry Breden. He's working out a master's degree in geology at Kansas State University, and he's 22 years old and has jumped for 3 years. And there's Bill Robertson, his wife Pat, and their 2-year-old daughter. Bill has a BS degree in Zoology from South Dakota University. He's in love with the University of Alaska. Others are Steve Cheney, helicopter pilot, who flew his 2-wire bird all the way from San Francisco, and Oscar Torres, helicopter pilot from the Argentine. Camp boss is Ray "Tex" Hart, with his big Stetson and easy-going drawl.

The camp itself is a hodge-podge assortment of buildings, tents, trailers, quonsets, campers, and pilots' guitars. A tangle of firefighting tools, and a meshall. Right in the center is a vacant tent reserved for shots and motels. There are two aluminum portable toilets that can be used to get above the brush and timber with the surveying going on. Next summer the whole camp will move to a new location and stay over again.

**THE FUTURE**

Alaska is a new State with most of its life yet to be lived. As in the covered wagon days of the early West, the problem of converting from public domain to cities, homesteads, railroads, highways, calls for courage and hard work. Along with the pioneers come the planners and land surveyors. This is the stage on which the State Land and Management's contribution to the systematic development of our last frontier. To keep up with the job, with the job, the agencies are literally traversing the land by legs and bounds.

U.S. DEPARTMENT OF THE INTERIOR,
OFFICE OF THE SECRETARY,
WASHINGTON, D.C., MARCH 8, 1963.

Hon. WILLIAM A. ROGERS,
GOVERNOR OF ALASKA,
JUNEAU, ALASKA.

Dear Governor Rogers:

I have given the most careful consideration to the State selection problems about which you spoke in your letter to me of January 14.

Absent an administrative solution of the problem, I am entirely sympathetic to your desire that the Act be modified so that it may prompt all such action as will permit the State to seek relief in the courts. As a matter of fact, I have before me signatures a proposed decision by the Bureau of Land Management that will effect the rejection of the State's applications. However, before rendering such a decision, I want to make very sure that we have considered all avenues for getting a mutually acceptable selection procedure.

Perhaps the main issue has to do with the size of the individual selections. The State contends that a reasonably compact area is a half township, roughly 3 miles by 3 miles. According to the single tract applications for tracts of that size, one of the purposes, I understand, is that the State, under the terms of the Statehood Act, is entitled to have the outer boundary of each selected half-township tract surveyed. In the case which is now before me, some 150 of such half-township selections together form a large compact block of land in the Wood River T'akhiik Lake area. It is the Bureau of Land Management's position that these individual half-township selections do not make compactness comparable compactness compact tracts, taking into account the situation and potential uses of the lands involved. Based on this concept the State would not be entitled to a half-township sale. All of the lands, therefore, would be subject to sale without any interior subdivision thereof and shall issue patent for such selected area in terms of the exterior boundary survey.

Senator BARTLETT proposes to insert the following language into the report of the Senate Committee on Appropriations for the Fiscal Year 1963: "The additional $175,000 is made available to survey the exterior boundaries of each tract of public land covered by an authorized State application, whether or not adjacent to other selected land.

The second sentence quoted above from section 6(g) was inserted into the Act at the request of the Department. Regarding it, Assistant Secretary of the Interior said in a letter dated March 11, 1967, to the Representative Clair Engle (rept. of the House Committee on Interior and Insular Affairs, No. 624, 85th Cong., 1st sess., p. 29): "Section 6(g) makes no provision that selections of lands by the State of Alaska shall be of reasonably compact tracts. We believe that orderly and efficient procedures and, in general, proper utilization of lands by the State should require that they be selected in fairly compact tracts, except in the case of small tracts which are isolated from other tracts of land open to selection and not otherwise included. To accomplish this purpose, we recommend that subsection (g) of section 6 be amended by inserting in line 14 of the first sentence thereof a new sentence which shall read substantially as follows: "All selections shall be made in reasonably compact tracts, taking into account the situation and potential uses of the lands involved, and each tract selected shall contain at least five thousand square miles and sixty acres unless isolated from other tracts open to selection."
All lands granted in quantity to and authorized to be selected by the State of Alaska by this Act shall be selected in such manner as the laws of the State may provide, and no State boundary line as defined by the Secretary of the Interior may prejudice any such selection. All selections shall be made in reasonably compact tracts and potential use of the lands involved in each tract selected shall be consistent with the lands sixty acres more isolated from other tracts open to selection.

Where any lands desired by the State are unsurveyed at the time of their selection by the Secretary of the Interior shall survey the exterior boundaries of the area requested without any prior survey by the State and shall issue a patent for such selected area in terms of the exterior boundaries survey.

The State of Alaska interprets this language to allow State selection of available land by application to the BLM. The State considers each application submitted as a "selection" as that word is used in section 1. It follows that the Secretary of the Interior shall survey the exterior boundaries of the area requested without any prior survey by the State and shall issue a patent for such selected area in terms of the exterior boundaries survey.

The law is, I feel, quite clear on this point. A selection made by the State may be regarded as the State owning the land as not covering a "reasonably compact" tract or as including fewer than 5,760 acres but it may not be arbitrarily altered or amended by the Secretary to conform to his opinion as to the definition of compactness.

The BLM has acted in a fashion entirely inconsistent with the statutory scheme. The Bureau has accepted and entered into state selections but in the case of selections in which the State has surveyed only the exterior boundaries in a group of individual selections on the theory that the exterior survey thus completed covered a "reasonably compact" tract. This reasoning cannot be supported under the express terms of section 4(a) of the Alaska Statehood Act. Under this Act the State has the prerogative of selection. The State legislatively designated that the conditions that selections exceed 5,760 acres and that they cover reasonably compact tracts. Where the Bureau conditions a State selection lacking in compactness it is the duty of the Bureau to reject the application. Recourse then could be had by the State through the Collaborative Procedures Act to have administrative and eventually judicial review of this determination.

Nothing in the Alaska Statehood Act warrants alteration of State land selections by the Bureau of Land Management or by the Secretary of the Interior. An individual selection is either acceptable or unacceptable. If it must be amended to conform to a legal determination that it does not meet the requirements of law, amendment can be undertaken by the State or the Bureau. In this Act itself, section 4(g) "the authority to make selections shall never be alienated or bargained away by the State." To supplant the judgment of the State with that of the Bureau is an unlawful usurpation of State authority.

In view of the express provisos of the Statehood Act I am confident that the language which I have cited from the Act in my report will not be held to have any substantive legislation. To quiet any doubts which may exist, I would suggest a change in section 4(a) and to my prepared testimony inserting the word "authorized" between the words "State" and "State" on line 6. The clarifying language...
would then require a survey of the exterior boundaries of each State selection otherwise authorized by law. The Department would, of course, retain its proper administrative authority over such selections, but the selection be adjudged in some way defective.

WILLIAM A. WILLIAMS to establish a National Service Corps. As the Senate knows, the concept of a National Service Corps has received intense study for many months by the President's Study Group on National Voluntary Services. The proposal embodied in the measure introduced today is the result of this study. It has not been conceived in haste. It is a moderate and modest beginning: as presently envisioned, the Service Corps will not exceed 5,000 volunteers. These men and women will work on community projects only at the invitation of the community. They will, it is hoped, act as the nucleus for the development of a local attack upon the problems of poverty, misery, illiteracy, and adversity. It is hoped that they will stimulate and mobilize a strong yet last-