DESIGN OF UNITED STATES FLAG

February 18, 1959.—Referred to the House Calendar and ordered to be printed

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

REPORT

[To accompany H.R. 75]

The Committee on the Judiciary, to whom was referred the bill (H.R. 75) providing for the design of the flag of the United States, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE

The purpose of this bill is to clarify the law and procedure relating to the design and dimensions of the U.S. flag. This bill is identical to H.R. 13552 (85th Cong.) and similar to H.R. 13522 (85th Cong.), sponsored by the then Delegate and now Senator from Alaska, Mr. Bartlett.

It has three underlying purposes: (1) To eliminate a possible ambiguity in the present law, which expressly provides that there "shall be 48 stars" in the union of the flag; (2) give statutory recognition to the recent action of President Eisenhower in Executive Order 10798, January 3, 1959, proclaiming the design of the new flag reflecting the admission of Alaska, and (3) its provisions are so drawn that it will require no change if and when new States are admitted into the Union.

HISTORY OF LEGISLATION

This legislation passed the House on the Consent Calendar in the 2d session of the 85th Congress. It was referred to the Senate Judiciary Committee, but it was then late in the session and that committee took no action in the matter.
There follows the report of this committee in the 85th Congress, giving the history and background of this legislation (H. Rept. 2428, 85th Cong.) as well as Executive Order 10798:

[H. Rept. 2428, 85th Cong.]

There is no Federal statute which fixes the proportionate dimensions of the flag, including the size and arrangement of the stars in the union of the flag. The committee was advised that these matters have been regulated by custom. However, a study of past actions on the design of the flag each time a new State was admitted to the Union, discloses no established procedure. For example, in 1912 when Arizona and New Mexico were admitted, a joint board of Army and Navy officers recommended a plan of the union of the flag and thereafter President Taft, by Executive order, approved its action. However, when Oklahoma was admitted in 1907, the arrangement of the stars in the flag was decided without Presidential Executive order. The Navy simply wrote the War Department, suggesting that officers meet to recommend a design. When these Departments approved a design, other agencies adopted it.

Prior to these last two changes in the flag, the military services arranged the stars without Executive order or legislation, but followed, generally, the law of 1818 which required that section 2(b) of the law of 1818 which required that section 2(b) of the act be inserted in the union of the flag. On the 4th of July next succeeding the admission of a new State. In 1947, when title 4 of the United States Code was enacted into positive law, the 1818 law (3 Stat. 415) which was reenacted as sections 1791 and 1792 of the Revised Statutes of the United States, was repealed (act of July 30, 1947, sec. 2; 61 Stat. 658).

The 1947 act, however, contains a possible ambiguity. Section 4(b) is identical with the second clause of section 2(b) of that title as it is presently set out in the law, namely, the addition of each new star to the flag is to take effect on the 4th day of July next succeeding the admission of a new State. The proposed subsection (c) of title 4 enacts into law present regulations insofar as they relate to service flags. (See Executive orders dated May 29, 1916, October 29, 1912, June 24, 1912, set out later in this report.) It permits flags on hand at the time a new State is admitted into the Union to be continued in use until they become unserviceable.

**ANALYSIS OF THE BILL**

Section 1 of title 4, United States Code, as it is set out in section 1 of the bill provides that the flag shall have 13 stars in the union of the flag. Today there is no set precedent for them to follow. The instant bill would place this important duty under the direction of the President of the United States.

There is an act authorizing the Army to design flags and other insignia for the military departments only and to advise other agencies on matters of heraldry (Public Law 85-203; 10 U.S.C. 4595). However, this act gives no express authority for the Army to design or rearrange the flag of the United States. (See S. Rept. 1115, 85th Cong.).
At the request of the committee Rear Adm. William Rea Furlong U.S. Navy (retired) submitted the following communication. It is from a letter written by him at the time he made a study of the subject in 1953:

WASHINGTON, D.C., June 8, 1953.

1. In compliance with your personal request the following data are submitted showing that the arrangement of the stars in the U.S. flag has always been a function of the executive branch of the Government.

2. The arrangement or position of the stars is not specified in any of the three laws passed on the design of the flag; nor in the codification of the law on the flag enacted by the 80th Congress. This detail has always been left to the executive branch of the Government. (Copies of the laws are attached, exhibits A, B, C, D.)

ADDING TWO STARS IN 1912

3. When two additional stars were required in 1912 to represent New Mexico and Arizona, the Navy Department wrote the War Department suggesting that a joint board of Army and Navy officers consider and recommend the position of the stars in the field. There are enclosed two photostats which I procured from the National Archives showing the letter from the Joint Board signed by Adm. George Dewey, recommending the position of the stars and the signature of the President approving the recommendation (exhibit E). I note that the date of the President’s approval was filled in by hand when he signed it on the day Arizona was admitted, the arrangement of the stars having been decided upon previously.

The other photostat is the letter from the secretary to the President, to the Acting Secretary of the Navy, transmitting the above approval of the President (exhibit F).

4. Following this approval by the President, a formal Executive order was issued on June 24, 1912, and a slight revision to cover small-boat flags was issued in Executive Order No. 1637 of October 29, 1912. In this order the President referred to the law of 1818 (exhibit C) that established the flag. He directed the Navy Department to furnish blueprints of the arrangement of the stars to other departments. It is important to note that this Executive order provided that “All national flags and union jacks now on hand for which contracts have been awarded shall be continued in use until unserviceable.” Upon inquiring recently (1953) at the departments I was informed that there are on hand now flags valued as follows:

- Navy, the largest user of flags and union jacks, $1,477,841.70.
- Quartermaster General’s purchases for Army and Air Force, $1,257,117.40. This large amount in the hands of the Quartermaster General is due to the extensive purchases during World War II. In addition there are lesser amounts held in stock by Coast Guard, Marine Corps, and the General Services Administration.

5. Oklahoma was admitted on November 16, 1907. In this case the arrangement of the stars was decided without Presidential Executive order. The Navy Department wrote the War Department suggesting that officers of the Army and Navy meet to recommend a design. The board met and recommended a design which had been submitted by the Navy. The report signed by Admiral Dewey as senior member of the Board is attached.

The War and Navy Departments made their flags in accordance with this design, and other departments followed this without Executive order.

Prior to these last two changes in the flag, the services arranged the stars without Executive order or legislation, but followed the general basic law of 1818 (exhibit C), which required the addition of a star on the 4th of July next succeeding admission of a new State.

Sometimes the Army arranged the correct number of stars to form one great star; and for a considerable time, nearly up to the Mexican War, and on a few flags in that war, they carried in the canton an eagle surrounded by the correct number of stars. They also used the horizontal row arrangement of the stars that was generally used in the Navy. But the arrangement was never prescribed by legislation.

7. On March 11, 1953, a concurrent resolution was introduced in the House of Representatives, as House Concurrent Resolution 78, by Mrs. Frances P. Bolton (Ohio), providing for a joint congressional committee to design the flag whenever the 49th State is admitted. It was referred to the Committee on Rules.

8. On March 31, 1953, Mr. Price introduced a bill, H.R. 4359, in the House to provide by law certain duties for the Quartermaster General. Among other things it gives to the Quartermaster General the design of the national flag. All three of the armed services are so greatly interested sentimentally and patriotically in the flag that they would not surrender willingly this important and pleasant duty to the Quartermaster General.

9. Following former custom when new stars were to be added to the flag, the Secretary of the Navy, on April 16, 1953, wrote to the Secretary of the Army and the Secretary of the Air Force suggesting that the three armed services form a board to recommend the arrangement of the stars in the flag and in the union jack. The Secretary of the Army, I believe, did not favor having a board because of the existence of the Bolton resolution.

10. If I may suggest, a board of Army, Navy, and Air Force officers should consider designs and recommend one or more for the President’s approval, as was done in previous cases, in ample time prior to the admission of a new State, and before persons not charged with that duty concern themselves unnecessarily.

11. There are many possible arrangements of 49 stars and of 50 stars. Some are shown on drawings enclosed herewith.

Wm. Rea Furlong,
Rear Admiral, U.S. Navy (Retired).
EXHIBIT A

FIRST STARS AND STRIPES LAW

CONTINENTAL CONGRESS,
June 14, 1777.

"Resolved. That the Flag of the united states be 13 stripes alternate red and white, that the Union be 13 stars white in a blue field representing a new constellation."

In speeches of the day reference was made to the 13 States as being a new constellation in the galaxy of nations, and in naming the famous ships, Constitution, United States, Congress, President, Independence, one was called Constellation. Stars were often staggered, i.e., some rows offset, to give the appearance of a new constellation.

EXHIBIT B

SECOND FLAG LAW PASSED JANUARY 13, 1794, TO PROVIDE FOR VERMONT AND KENTUCKY

"That from and after the first day of May 1795, the Flag of the United States be fifteen stripes, alternate red and white; and that the union be fifteen stars, white, in a blue field."

This law prevailed through the War of 1812–14. Note arrangement of stars in the Star-Spangled Banner of Fort McHenry; alternate rows offset representing a new constellation.

EXHIBIT C

THIRD LAW PASSED APRIL 4, 1818

Disregarding the second law (exhibit B), as new States were added, many flags appeared with an additional stripe as well as a star for each new State, until some flags carried 18 stripes. The incongruity in appearance of flags caused the passage of the third law as follows:

"That from and after the fourth day of July next, the Flag of the United States be thirteen horizontal stripes, alternate red and white; that the union have twenty stars, white, in a blue field.

"That on the admission of every State into the Union, one star be added to the union of the Flag; and that such addition shall take effect on the Fourth of July next succeeding admission."

This is the basic law, the section of which has been followed ever since its enactment. It is quoted in the President's Executive order which added the last two stars to our present flag.

EXHIBIT D  February 10, 1912.

The President,
The White House.

Sir: I have the honor to transmit a letter from the senior member of the Joint Army and Navy Board on the subject of the change in the position of the stars in the field of the national ensign, due to the admission of New Mexico into the Union, and the anticipated admission of Arizona.

I recommend that the report of the Board be approved.

Very respectfully,

Beekman Winthrop,
Acting Secretary of the Navy.

EXHIBIT E

Joint Board,
Washington, February 7, 1912.

To the Honorable the Secretary of the Navy.

Sir: The Joint Board, having carefully considered the subject of the change in the position of stars in the field of the national ensign due to the admission of New Mexico into the Union and the anticipated admission of Arizona, has the honor to report as follows:

That the star representing the State of New Mexico be added to the second row of the present constellation, placing each star directly below each star of the first row, and further that the star intended for Arizona be made a part of the fifth row, placing each star directly below each star of the fourth row.

Blueprints of the national ensign embodying these recommendations and showing the position of the stars in the field are transmitted herewith.

Very respectfully,

George Dewey,
Admiral of the Navy, Senior Member.

White House,
February 14, 1912.

Approved:

Wm. H. Taft.

EXHIBIT F

The White House,
Washington, February 14, 1912.

Hon. Beekman Winthrop,
Assistant Secretary of the Navy.

My Dear Mr. Winthrop: The President has received your letter of February 10 transmitting a letter from the senior member of the Joint Army and Navy Board on the subject of the change in the position of the stars in the field of the national ensign, due to the admission of New Mexico and Arizona into the Union, and has approved the report as recommended by you. Will you please be good enough to advise any of the other executive departments which should be informed of this action.

The report with the President's notation of approval is returned herewith.

Very truly yours,

Charles D. Hillers,
Secretary to the President.
There follows pertinent Executive orders with regard to the flag of the United States.

**EXECUTIVE ORDER (PRESIDENT WILSON)**

The Executive Order of October 29, 1912, is hereby revoked, and for it is substituted the following:

Whereas, “An Act to Establish the Flag of the United States”, approved on the 4th of April 1818, reading as follows:

“SECTION 1. Be it enacted, etc., That from and after the fourth day of July next, the flag of the United States be thirteen horizontal stripes, alternate red and white; that the union be twenty stars, white in a blue field.

“SECTION 2. And be it further enacted, That on the admission of every new State into the Union, one star be added to the union of the flag; and that such addition shall take effect on the fourth of July then next succeeding such admission.”

fails to establish proportions; and

Whereas, investigation shows some sixty-six different sizes of National flags, and of varying proportions, in use in the Executive Departments;

It is hereby ordered that National Flags and Union Jacks for all Departments of the Government, with the exception noted under (a), shall conform to the following proportions:

- Hoist (width) of flag ........ 1
- Fly (length) of Flag .......... 1.9
- Hoist (width) of Union ....... 3/13
- Fly (length) of Union ......... 7/13
- Width of each stripe .......... 1/13

(a) Exception: The colors carried by troops, and camp colors, shall be the sizes prescribed for the Military Service (Army and Navy).

Limitation of the number of sizes: With the exception of colors under note (a), the sizes of flags manufactured or purchased for the Government Departments will be limited to those with the following hoists:

- (1) 20 feet
- (2) 16 feet (Standard)
- (3) 14.5 feet
- (4) 12.19 feet
- (5) 10 feet
- (6) 8.94 feet
- (7) 5.14 feet
- (8) 5 feet
- (9) 3.52 feet
- (10) 2.90 feet
- (11) 2.37 feet
- (12) 1.31 feet

Union Jacks: The size of the Jack shall be the size of the Union of the National Flag with which it is flown;

Position and Size of Stars: The position and size of each star for the Union of the flag shall be as indicated on a plan which will be furnished to the Departments by the Navy Department. From this plan can be determined the location and size of stars for flags of any dimensions. Extra blueprints of this plan will be furnished upon application to the Navy Department.

Order effective: All National Flags and Union Jacks now on hand or for which contracts have been awarded shall be continued in use until unserviceable, but all those manufactured or purchased for Government use after the date of this order shall conform strictly to the dimensions and proportions herein prescribed.

President’s Flag: The President’s flag shall be in accordance with the plan accompanying and forming a part of this order. In case sizes are needed other than the two sizes shown on the plan, they shall be manufactured in the same proportions as those shown.

WOODROW WILSON.

**THE WHITE HOUSE,**
29 May 1910.

[No. 2390.]

**EXECUTIVE ORDER (PRESIDENT TAFT)**

The Executive Order of June 24, 1912, is hereby revoked, and for it is substituted the following:

Whereas, “An Act to Establish the Flag of the United States”, approved on the 4th of April, 1818, reading as follows:

“SECTION 1. Be it enacted, etc., That from and after the fourth day of July next, the flag of the United States be thirteen horizontal stripes, alternate red and white; that the union have twenty stars, white in blue field.

“SECTION 2. Be it further enacted, That on the admission of every new State into the Union, one star be added to the union of the flag; and that such addition shall take effect on the fourth of July next succeeding such admission.”

fails to establish proportions; and

Whereas, investigation shows some sixty-six different sizes of National flags, and of varying proportions, in use in the Executive Departments;

It is hereby ordered that National Flags and Union Jacks for all Departments of the Government, with the exception noted under (a), shall conform to the following proportions:

- Hoist (width) of flag ........ 1
- Fly (length) of Flag .......... 1.9
- Hoist (width) of Union ....... 7/13
- Fly (length) of Union ......... 7/13
- Width of each stripe .......... 1/13

(a) Exception: The colors carried by troops, and camp colors, shall be the sizes prescribed for the Military Service (Army and Navy).

Limitation of the number of sizes: With exception of colors under note (a), the sizes of flags manufactured or purchased for Government Departments will be limited to those with the following hoists:

- (1) 20 feet
- (2) 19 feet (Standard)
- (3) 14.5 feet
- (4) 12.19 feet
- (5) 10 feet
- (6) 8.94 feet
- (7) 5.14 feet
- (8) 5 feet
- (9) 3.52 feet
- (10) 2.90 feet
- (11) 2.37 feet
- (12) 1.31 feet
Union Jacks: The size of the Jack shall be the size of the Union of the National Flag with which it is flown.

Position and Size of Stars: The position and size of each star for the Union of the flag shall be as indicated on a plan which will be furnished to the Departments by the Navy Department. From this plan can be determined the location and size of stars for flags of any dimensions. Extra blueprints of this plan will be furnished upon application to the Navy Department.

Order effective: All National Flags and Union Jacks now on hand or for which contracts have been awarded shall be continued in use until unserviceable, but all those manufactured or purchased for Government use after the date of this order shall conform strictly to the dimensions and proportions herein prescribed.

Boat Flags: In order that the identity of the stars in flags when carried by small boats belonging to the Government may be preserved, the custom holding in the Navy for many years, of thirteen (13) stars for boat flags, is hereby approved.

President's Flag: The color of the field of the President's flag shall be blue.

Wm H. Taft.

The White House,
October 20, 1912.

[No. 1637.]

Executive Order (President Taft)

It is hereby ordered that all National Flags and Union Jacks for the Departments of the Government, with the exception noted under (a), shall conform to the following proportions:

- Hoist (width) of flag: 1
- Fly (length) of Flag: 1.9
- Hoist (width) of Union: 7/16
- Fly (length) of Union: 76
- Width of each stripe: 1/15

(a) Exception: The colors carried by troops, and camp colors, shall be the sizes prescribed for the Military Services (Army and Navy).

Limitation of the number of sizes: With exception of colors under note (a), the sizes of flags manufactured or purchased for Government Departments will be limited to those with the following hoists:

1. 20 feet
2. 19 feet (Standard)
3. 14.35 feet
4. 12.19 feet
5. 10 feet
6. 8.94 feet
7. 5.14 feet
8. 5 feet
9. 3.52 feet
10. 2.90 feet
11. 2.57 feet
12. 1.31 feet

When in the manufacture of any flag under these specifications the resulting dimensions appear as fractions of an inch, such fraction shall be taken as the nearer inch. In the event of a fraction of one half inch, the whole inch greater shall be adopted.

Union Jacks: The size of the Jack shall be the size of the Union of the National Flag with which it is flown.

Number of Stars: All National Flags having hoist less than five (5) feet, except colors to be carried by troops, and the corresponding Jacks, shall have only thirteen (13) stars in the Union, in order that the identity of the stars may be plainly distinguishable.

Position and size of Stars: The position and size of each star for Unions of forty-eight (48) and thirteen (13) stars respectively, shall be as indicated on blueprint of a plan which will be furnished to the Departments by the Navy Department. From this plan can be determined the location and size of stars for flags of any dimensions. Extra blueprints of this plan will be furnished upon application to the Navy Department.

Order effective: All National Flags and Union Jacks now on hand or for which contracts have been awarded shall be continued in use until unserviceable, but all those manufactured or purchased for Government use after July 4, 1912, shall conform strictly to the dimensions and proportions herein prescribed.

The color of the field of the President's Flag shall be blue.

Wm H. Taft.

The White House,
June 24, 1912.

[No. 1556.]
WHEREAS the State of Alaska has this day been admitted to the Union; and

WHEREAS chapter 1 of title 4 of the United States Code provides that a star shall be added to the union of the flag of the United States upon the admission of a new State into the Union and provides that that addition to the flag shall take effect on the fourth day of July then next succeeding the admission of that State; and

WHEREAS the interests of the Government require that orderly and reasonable provision be made for certain features of the flag:

NOW, THEREFORE, under and by virtue of the authority vested in me as President of the United States and as Commander-in-Chief of the armed forces of the United States, it is hereby ordered as follows:

Section 1. Proportions. National flags and union jacks for all departments and other agencies of the executive branch of the Government (hereinafter referred to as executive agencies) shall conform to the following proportions:

<table>
<thead>
<tr>
<th>Description</th>
<th>Proportion</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hoist (width) of flag</td>
<td>1</td>
</tr>
<tr>
<td>Fly (length) of flag</td>
<td>1.9</td>
</tr>
<tr>
<td>Hoist (width) of union</td>
<td>0.5385 (5/9)</td>
</tr>
<tr>
<td>Fly (length) of union</td>
<td>0.76</td>
</tr>
<tr>
<td>Width of each stripe</td>
<td>0.0769 (5/9)</td>
</tr>
</tbody>
</table>

Such further proportions as are set forth on the attachment hereto. That attachment is hereby made a part of this order.

Sec. 2. Sizes. (a) Flags manufactured or purchased for executive agencies shall be limited to those having hoists as follows:

<table>
<thead>
<tr>
<th>Number</th>
<th>Hoist (feet)</th>
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<tbody>
<tr>
<td>1</td>
<td>20</td>
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<tr>
<td>2</td>
<td>19</td>
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<tr>
<td>3</td>
<td>14.35</td>
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<td>4</td>
<td>12.19</td>
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<td>11</td>
<td>2.37</td>
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<td>12</td>
<td>1.31</td>
</tr>
</tbody>
</table>

(b) Union jacks manufactured or purchased for executive agencies shall be limited to those the hoists of which correspond to the hoists of unions of flags of sizes herein authorized. The size of the union jack flown with the national flag shall be the same as the size of the union of that national flag.

Sec. 3. Position of stars. The position of each star of the union of the flag, and of the union jack, shall be as indicated on the attachment hereto.

Sec. 4. Public inquiries. Interested persons may direct inquiries concerning this order to the Quartermaster General of the Army. Inquiries relating to the procurement of national flags by executive agencies other than the Department of Defense may be directed to the General Services Administration.
SEC. 5. Applicability; prior flag and jack. (a) All national flags and union jacks manufactured or purchased for the use of executive agencies after the date of this order shall conform strictly to the provisions of sections 1 to 3, inclusive, of this order.

(b) The colors carried by troops, and camp colors, shall be of the sizes prescribed by the Secretary of Defense for the armed forces of the United States and the sizes of those colors shall not be subject to the provisions of this order.

(c) Subject to such limited exceptions as the Secretary of Defense, in respect of the Department of Defense, and the Administrator of General Services, in respect of executive agencies other than the Department of Defense, may approve, all national flags and union jacks now in the possession of executive agencies, or hereafter acquired, under contracts awarded prior to the date of this order, by executive agencies, including those so possessed or so acquired by the General Services Administration for distribution to other executive agencies shall be utilized until unserviceable.

SEC. 6. The flag prescribed by this order shall become the official flag under chapter 1 of title 4 of the United States Code as of July 4, 1959.

SEC. 7. Rescission. Executive Order No. 2390 of May 29, 1916, is hereby revoked.

SEC. 8. This order shall be published in the Federal Register.

Dwight D. Eisenhower.

The White House.

January 3, 1959.

[F.R. Doc. 59-155; Filed, Jan. 5, 1959; 10:21 a.m.]

CHANGES IN EXISTING LAW

In compliance with clause 3 of rule XIII of the House of Representatives, there is printed below in roman existing law in which no change is proposed, with matter proposed to be stricken out enclosed in black brackets, and new matter proposed to be added shown in italics:

TITLE 4, UNITED STATES CODE

Chapter 1.—THE FLAG

Sec.

1. Flag; [stripes and stars on] design

2. Same; additional stars; dimensions

§ 1. Flag; [stripes and stars on] design

The flag of the United States shall [be] have thirteen horizontal stripes of the same width, alternate red and white, [and the union of the flag shall be forty-eight stars, white in a blue field] with a union consisting of as many white stars on a field of blue as there are States in the Union.

§ 2. Same; additional stars; dimensions

[On the admission of a new State into the Union one star shall be added to the union of the flag; and such addition shall take effect on the fourth day of July then next succeeding such admission.]